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**REPORT OF THE
ACTION TAKEN ON
THE REPORT OF THE
INDIAN RAILWAY ENQUIRY
COMMITTEE, 1947.**

(KUNZRU COMMITTEE.)

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PREFACE.

The Indian Railway Enquiry Committee have summarised their main conclusions and recommendations in paragraph 240, Chapter XVI, of their Report. These have been summed up in 175 items, of which 20 are conclusions and findings. Some of these are matters, comprising 58 items, on which individual railway administrations have to take action, to whom, therefore, they have been remitted. Steps have been taken to secure prompt disposal of these subjects by the railways who have also been directed to send reports to the Board immediately action has been taken. This will enable them to review the position on all Railways and issue such directions as may be necessary to secure the maximum amount of uniformity.

2. Apart from the items remitted to Railways, there are 97 items, involving 132 individual recommendations, on which action has to be initiated by the Railway Board. Considerable progress has been made in the examination and implementation of these recommendations.

3. In pursuance of the undertaking given by the Hon'ble Minister for Railways, a report is appended for the information of Parliament on each of the items on which action has so far been taken and it is the intention to include in this publication further reports as and when action on them is completed.



Extract from the Report of the Indian Railway Enquiry Committee.

CHAPTER XVI

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

240. *Summary of Conclusions and Recommendations.*—In the following paragraphs we summarise the principal conclusions and recommendations contained in our Report.

Chapter II—General Survey of the Indian Government Railways.

(1) We make a broad financial and statistical survey of the Indian Government Railways since 1924. We conclude that the financial results so far cannot be considered satisfactory and the immediate future of the Railways can by no means be considered bright. (PARAGRAPH 28).

(2) The statistical survey of the major operating and rolling-stock statistics indicates, with minor exceptions, that there has been a substantial fall in the standard of efficiency and performance since 1938-39. During the war years the standard had improved but this was not maintained. (PARAGRAPH 29).

Chapter III—Civil Engineering.

Track

(3) We recommend that the urgent relaying programme should be implemented thus improving the standard of track sufficiently to meet the future demands. (PARAGRAPH 31).

(4) Track standards should not be raised merely to comply with new standards. Greater use of second hand released materials should be made. (PARAGRAPH 32).

(5) We recommend that investigations should be pushed forward for evolving lighter and modified sections of rails as standards for the Indian Railways. (PARAGRAPH 33).

(6) We recommend that similar investigation should be made to lighten metal sleepers. (PARAGRAPH 34).

(7) We recommend that researches as to the density of sleepers required under different conditions of traffic and types of rails and sleepers should be pursued. This would yield sufficient data to enable impressive economies being made. (PARAGRAPH 35).

(8) The tendency on some railways for increasing the temporary gang strength should be checked. We recommend that an officer should be placed on special duty to make a close study of the methods of track maintenance actually pursued by Railways, and reach conclusions. He should also ascertain best methods of utilising gang labour. (PARAGRAPH 36).

(9) Experiments with mechanical appliances for the maintenance of track should be pushed forward as early as possible. (PARAGRAPH 37)

(10) Experiments with mobile gangs should be pursued. (PARAGRAPH 38).

(11) We recommend that the gang lengths should be gradually increased to 4 miles which would economise the number of mates and keymen. (PARAGRAPH 39).

(12) The Special Officer recommended by us for investigating the system of track maintenance (See item 8 above) should also investigate the question of the economical ballast section for varying formations and conditions of traffic, climate etc. Mechanical crushers may be used departmentally, if financially justified. Reputable contractors should be encouraged to go in for the use of these crushers. (PARAGRAPH 40).

(13) Experiments with the welding of rails should continue on a sufficiently large scale. The experience of other countries support the conclusion that economies would be substantial, in addition to making the running smoother and, therefore, more comfortable. (PARAGRAPH 41).

(14) We recommend that vigorous research should be made into the problem of treatment of black cotton and other unstable soil and the best method of drainage of water-logged banks and cuttings. (PARAGRAPH 42).

Supervision

(15) Normally, a District Engineer's charge should be between 400 to 500 equated track miles and that of an Assistant Engineer between 150 to 200 miles. The average length of the beat of the Permanent-Way Inspector (P. W. I.) and Assistant or Sub P. W. I. should be about 45 equated track miles. (PARAGRAPH 43).

(16) We recommend that railways should obtain records of the condition of track by the use of test cars or Hallade Instrument twice a year and that the anotated records should be in the hands of the Permanent-Way supervising staff expeditiously. (PARAGRAPH 44).

Manufacture of equipment

(17) There is a tendency for perpetuating departmental manufacture of materials in Engineering Workshops, which cannot be justified either on the score of economy or availability. We urge periodical reviews. (PARAGRAPH 45).

(18) There is a wide scope for extensive reconditioning of track materials and tools; rails with battered ends can be re-used by cropping up the ends and welding them: sleepers, fishplates, points and crossings can be reconditioned and re-used. Pooling of information in this respect would be useful. (PARAGRAPH 46).

Structural maintenance

(19) We recommend that the railways should carefully scrutinise details of expenditure on maintenance of buildings and the methods of maintenance, with a view to effect economies.

We recommend that research should be undertaken for evolving an economical and suitable design for buildings in the black cotton soil areas. (PARAGRAPH 47).

(20) The renewal of girders of bridges should be decided on condition basis. (PARAGRAPH 48).

Control of expenditure.

(21) The possibility of control of expenditure on a unit-cost basis should be investigated as soon as prices stabilise. (See item 116 below)—(PARAGRAPH 49).

Chapter IV—Mechanical Engineering.

Locomotive stock

(22) The utilisation of locomotives on the Indian Government Railways in 1946-47 was low with the result that a substantial number was employed in excess, which could have been used for carrying additional traffic. On the basis of the performance of 1938-39, and with a reasonable number under or awaiting repairs (say 15% of stock), the percentage of locomotives used in excess would amount to about 10% of the total stock.

Another method for determining this excess is to base the calculation on the average number of engine miles per engine per day, actually reached in 1941-42. This is certainly capable of achievement and would yield a figure of 17% of the total stock as the measure of the excess. (PARAGRAPHS 51-52).

(23) The performance could have been even better, in spite of the deteriorated condition of the locomotives brought about through excessive wear and tear during the war years and the increasing age of locomotives. (PARAGRAPH 52).

Locomotive Repairs in Workshops.

(24) All railways are heavily in arrears. This is alarming, particularly as the output from the workshops is much lower than their capacity and even below the current requirements of the railways. We realise the difficulties regarding the shortage of spare parts etc., still the position is considered most unsatisfactory. Excluding the E. P. and Assam Railways the workshop capacity is adequate. (PARAGRAPH 54).

Coaching stock.

(25) The number of passenger coaches under or awaiting repairs is high. (PARAGRAPH 58).

Coaching stock repairs in Workshops and future outlook.

(26) The shortage of passenger coaches is very acute which is the primary cause of the serious over-crowding. Further, a large proportion of such coaches is normally due to be replaced. We reckon that at a conservative estimate the passenger stock on the B. G. would require to be augmented by 25% and on the M. G. by 50 per cent in the near future. (PARAGRAPHS 61-63).

While we appreciate the Railway Board's action in attempting to tap indigenous sources, we wish to emphasise that top priority should be given to the setting up of central workshops for the construction of coaching stock. (PARAGRAPH 64).

(27) All-steel coaches are likely to be put in service and we suggest that before reaching final conclusions experiments should be carried out in the hottest part of the country in the months of May and June. (PARAGRAPH 65).

We, however, stress the value of all-steel stock in that it has generally been found that in the event of a serious accident, all-steel stock is less liable to telescoping than is wooden-bodied stock. For the same reason, we recommend the fitting of automatic central couplers to the new 11'-8" stock. (PARAGRAPH 66).

Wagon stock and repairs in workshops.

(28) The percentage of wagons immobilised for repairs is very high. (PARAGRAPH 68).

There has been a considerable deterioration in the output of repairs to wagons in workshops, with the result that over 20% of the total stock is overdue periodical overhaul. (PARAGRAPHS 69-70).

Workshop organisation and layout.

(29) On the basis of the work performed in the workshops, measured by the number of standard repairs to locomotives and by the number of coaching stock and goods wagons given periodical overhaul, there appears to be a surplus of staff. We recommend a careful job analysis to ascertain the extent of the surplus, taking into consideration the present quantum of work, arrears of maintenance, and other relevant factors. (PARAGRAPH 72).

(30) Though some of the workshops require remodelling or modifications, which should be carried out without delay, in our opinion, the present deplorable condition of the workshops is largely attributable to faulty direction and management. (See item 35 below.) (PARAGRAPHS 73-74).

(31) We are impressed with the working of the 'Belt system' as it exists in the Khargpur Workshops of the B. N. Railway, and recommend that this system should be adopted whenever a new workshop is planned or constructed. When any major reconstruction of the existing workshops is undertaken, the principles underlying the 'Belt system' should be applied as far as possible.

We suggest that specified officers on supply mission abroad should be charged with the duty of purchasing, wherever available, machinery and equipment urgently required. (PARAGRAPHS 75-76).

(32) The officers-in-charge of the workshops consider that the efficiency of railway workers has gone down considerably. Messrs. IBCON Ltd., also carried out time-study in certain of the shops at Khargpur and Jamalpur and reported about 50% labour utilisation.

To avoid retrenchment, the surplus staff should be removed and absorbed in other categories after giving them training in alternative appointments wherever necessary. (PARAGRAPH 77).

(33) We consider that supervisors should be empowered to inflict punishment on staff for minor offences, subject to review afterwards. (See item 128 below).

We urge that the grievances of staff should be dealt with speedily and senior Government officials and leaders of public opinion should impress upon the railwaymen, by public speeches and propaganda, the responsibility that now devolves on them. (See items 125 and 126 below.)

Simultaneously, effective steps should be taken to control and stabilise prices and making consumer goods available at reasonable rates. It is also imperative to pursue schemes of literacy in order to step up production. (See item 140 below).

Trade Unionism should be encouraged. There should be closer contact between the railway officers and the staff. (PARAGRAPH 77).

(34) Refresher courses should be devised for the comparatively inexperienced men who have now to fill the role of Supervisors. (PARAGRAPH 78).

The training facilities for the staff in mechanical workshops must be improved on almost all the railways. The period of training of trade apprentices who are given training in one specified trade only should be reduced.

We recommend that special supervisors should be appointed to guide and supervise the apprentices in their practical work in the workshops. Separate facilities for elementary practical training in the use of simple implements should also be provided. Unskilled staff ambitious to better their prospects should be encouraged to make use of these facilities in their spare time.

We agree to the policy of Government in recruiting engineering graduates as probationary Mechanical Engineers to meet with the shortage of officers, and recommend that the recruitment and training of special class apprentices at Jamalpur, which has proved so useful, should not be given up. (PARAGRAPH 79).

(35) Where there is a persistent deterioration in the output in Workshops, the blame lies chiefly on the Head of the Department and his senior officers. We consider that it is possible to effect a substantial improvement in the output by able, wise and vigorous management. (See item 30 above.) (PARAGRAPH 80).

(36) In order to co-ordinate the principles and methods that have proved useful and advantageous in other workshops, an officer with considerable workshops experience should be appointed to carry out an investigation in this regard. (PARAGRAPH 81).

General matters pertaining to Workshops.

(37) We recommend that statistics on man-hour basis should be introduced for the different operations. There is no proper costing system in the workshops and its introduction should receive special consideration. (See item 116 below). (PARAGRAPH 82).

(38) We recommend that priority for steel should be given to the railways and supplies assured to them. If necessary more steel might be imported. Timber is also in short supply. (See item 70 below). (PARAGRAPHS 84-85).

(39) Effective action should be taken to ensure that no delay occurs in obtaining spares. Some of the Ordnance Factories have undertaken railway work; the progress of work should be continually watched.

When conditions return to normal and indigenous sources are increasingly available, railways should offload bulk of the manufacture of spare parts to private sources whenever it is economical to do so. (PARAGRAPH 86).

(40) The Ministry of Industry and Supply should develop dependable sources for the manufacture of items like bolts, nuts, rivets, etc., which are still manufactured in the railway workshops; non-standard items should, however, continue to be manufactured. (PARAGRAPH 87).

(41) We recommend that in the present circumstances, the replacement of locomotives should be made on a 40 year basis, subject, however, to rigid condition tests. (See item 75 below). (PARAGRAPH 89).

(42) Special steps should be taken to expedite modifications to Pacific type locomotives without undue delay.

Bulk orders for the remaining new W. P. Class locomotives should be placed only after the engines already received have been fully tested and modifications have proved effective in service. (PARAGRAPH 90).

Running sheds.

(43) The maintenance of locomotives in running sheds requires to be improved, particularly on some railways. (PARAGRAPH 91).

(44) On account of the inexperienced supervisory staff, we do not at present recommend any new and large concentration of locomotives in running sheds. (See item 74 below). (PARAGRAPH 92).

(45) There is need for intermediate repairs in sheds at the present time. When the present arrears are overtaken, an investigation should be made whether intermediate repairs are at all necessary. (PARAGRAPH 93).

(46) The most economical method of loading coal into the tenders of locomotives should be investigated. (PARAGRAPH 94).

(47) Every engine failure should be critically examined and suitable measures taken. In the case of defective designs and persistent unsatisfactory maintenance steps should be taken to carry out the necessary alteration in design or the possible change in procedure. We recommend the introduction of the "Casualty League" competition in vogue on the B. N. Railway, to minimise engine failures. (PARAGRAPH 96).

In view of the shortage of skilled staff, it is imperative to recruit a sufficiently large number of apprentices and to give them a period of combined training in workshops, running sheds and technical schools, as on the G. I. P. Railway. (PARAGRAPH 97).

(48) In the present circumstances, the Chief Mechanical Engineer should be responsible for repairs and maintenance of locomotives in running sheds. We consider that the control of all mechanical work and personnel in running sheds should rest on the Chief Mechanical Engineer. Sir George Cuffe, while agreeing that this is unavoidable at present, is of the opinion that when conditions return to normal and arrears of maintenance have been made up, the Chief Mechanical Engineer should not be responsible for the maintenance and repairs in running sheds and that this responsibility should be completely transferred to the Operating Department (PARAGRAPH 98).

(49) To ensure expeditious supply of materials, we recommend that periodic meetings should take place between the Workshop Stores and District Officers. (PARAGRAPH 99).

(50) Sheds having defective layout and inadequate equipment should be rectified and necessary facilities provided on a programme basis. Running Shed buildings, floors and locomotive yards should be satisfactorily maintained and brightened up by paint and whitewash where necessary. (PARAGRAPH 100).

Chapter V—Operation.

General.

(51) The railway transport situation in the country is still unsatisfactory. (PARAGRAPH 101).

(52) In spite of the increasing number of locomotives and wagons, the tonnage of goods handled has declined. There has been a large increase in the number of passengers carried, but at the expense of serious overcrowding. The falling off in the railways' ability to move goods traffic at the war time level is to a large extent due to reduced efficiency and reduced output of work by staff, and partly to a lack of proper initiative, direction and guidance from the top. (PARAGRAPH 102).

Organisation.

(53) We consider that all officers and staff, both technical and non-technical, dealing with the actual movement of traffic, should belong to one Operating Department or Branch (See item 48 above). (PARAGRAPH 103).

Operation of goods traffic.

(54) The wagon user as indicated by the turn-round, wagon miles per wagon day, and net ton miles per wagon day, shows considerable deterioration in recent years. If only the standard of wagon user that was achieved in 1944-45, could be maintained during the subsequent years, railways could have moved approximately 20 to 30 per cent. additional traffic. (PARAGRAPH 105).

(55) The principal factors restricting the movement of goods traffic are the inadequacy of facilities at terminals, inordinate delays in marshalling yards, sectional delays, delays at break of gauge transshipment, particularly at interchange points and the restricted capacity on certain sections. (PARAGRAPH 106).

(56) We recommend that in the case of major cities where shortage of terminal capacity is manifest, early action should be taken to review the present and future requirements and to formulate plans for improving terminal facilities. In some cases this may be very expensive, but it must be faced. (PARAGRAPH 107).

(57) We recommend that yard remodelling should be deferred until it has been demonstrated that the available facilities are being efficiently used to capacity and provision of additional facilities will with certainty enable more traffic to be handled. (PARAGRAPH 108).

(58) Supervisory staff in yards is very often poorly selected and inefficiently trained, and has little chance of further advancement. Movement officers also do not devote sufficient time to study the work-routine in yards. These defects must be rectified. Staff should be selected with care, properly remunerated and their advancement ensured. (PARAGRAPH 109).

(59) We suggest that the Class IV staff in a yard should be eligible for promotion to yard number taker's posts provided they are sufficiently literate. (PARAGRAPH 109).

(60) Modernising yard communication might, in some cases improve efficiency of working and accordingly be justified. (PARAGRAPH 110).

(61) The reasons for delays to trains en route are many and varied. Lack of energy and attention of traffic staff, lack of supervision and poor controlling of traffic are the worst features. Regular analysis of control charts should be made and action taken on the results of the analysis. (PARAGRAPH 111).

(62) There are 53 break of gauge transshipment points which cause delay to traffic. The reasons are usually labour difficulties, shortage of accommodation, difficulties over ensuring adequate wagons of the required gauge, etc.

We recommend that a small technical committee of senior officers should be set up in three years time to examine the gauge question generally and to make recommendations for gauge conversion with the object of reducing the number of transshipment points. (PARAGRAPH 112).

(63) Stock Reports giving all working details relating to goods traffic are summarised and seen by officers every day, but these reports are not always carefully analysed: analysis is required to discover where wagons are being delayed. (PARAGRAPH 113).

(64) A reduction and standardisation of the load of goods train with the object of increasing speed, thereby improving locomotive utilisation and wagon turnaround is not likely to succeed at present.

There are limits to the value of long distance marshalling. We consider that the practice of loading full rakes or half rakes in the coalfields to single destination is to be recommended. (PARAGRAPH 114).

(65) The suggestion to mark up the carrying capacity of wagons is not advocated. (PARAGRAPH 115).

(66) The practice of nominated loading should be extended. (See item 93 below). (PARAGRAPH 116).

(67) Scheduling of goods trains by itself is not a panacea for all ills, but we consider that there is a good case for extending the practice. (PARAGRAPH 117).

(68) To secure a good general standard of maintenance it is recommended that neutral control stations should be located at points where large numbers of wagons are dealt with daily, and where adequate repair facilities exist, but not necessarily at interchange junctions. (PARAGRAPH 118).

Operation of Passenger traffic.

(69) The increase in passenger traffic has been accompanied by very serious overcrowding, caused mainly by shortage of passenger rolling stock. (PARAGRAPH 119).

(70) We recommend that the provision of steel for carriage underframes and body construction should receive the highest priority even at the expense of wagon construction. (See item 38 above). (PARAGRAPH 120)

(71) The increase in passengers carried on the electrified suburban trains on the B. B. & C. I., G. I. P. and S. I. Railways has been startling. This indicates great possibilities of multiple-unit electric trains for intensive suburban traffic. (PARAGRAPH 121).

(72) Punctuality of passenger trains has definitely suffered during the war and the postwar period. The main reason is that there has been a serious falling off in the energy and application shown by staff of all ranks, including supervisory and superior.

The first essential is to restore a reasonable degree of punctuality and to increase the train services so as to reduce overcrowding. Efforts should be made gradually to revert to the 1939 speeds. (PARAGRAPH 122).

Control office.

(73) Improvement in control circuits and careful selection and training of controllers is essential. We do not favour decentralisation of the control organisation except for technical reasons.

We reiterate the recommendation of the Inglis Appleton Mission that suitable premises, better lighting and better condition of work for the controllers must be provided.

We do not recommend the practice of having a separate assistant officer in charge of the control, except in the case of subsidiary control offices. (PARAGRAPH 123).

Locomotive Operation.

(74) The power utilisation was at its best during 1941-42, both on the Metre and Broad Gauges. Since then Railways have not been able to make good use of their augmented stock of locomotives.

The number of locomotives due to be replaced on an age basis is large, and the wear and tear during the war years was heavy, but these cannot explain the very low engine performance in recent years.

Three Railways, the G. I. P., B. N., and the M. & S. M., 'pool' their engines. On the other Railways there is little or no 'pooling'. We recommend general pooling, after proper preparation, to improve utilisation.

There has been a diversity in the types of locomotives, adding to the difficulties of the railways, but this is a factor which is by no means new.

A comparison is made of the practice on the G. I. P. and B. N. Railways, which at present show the best results.

We do not condemn large concentrations of locomotives, as at Bhusaval, but do not recommend further larger concentrations at present. (See item 44 above). (PARAGRAPH 124).

(75) We recommend that, except in special circumstances replaced engines should be withdrawn. Most of these engines are old and expensive to maintain. (See item 41 above). (Paragraph 125).

(76) The quality of coal supplies to railways in recent years has deteriorated and each shed is receiving coal from a large number of collieries.

We agree with the recommendations of the Indian Coalfields Committee that the use of good coking coal should be restricted on Railways, subject to the proviso that this change over is gradual and not sudden and premature.

Non-coking coal supplied must be of good quality. Railways can at present make very little use of Grade III Coal. Modifications are, however, being prepared for locomotives designed to burn low-grade coal. (PARAGRAPH 126).

(77) There appears to be a case for further experiments with oil-burning locomotives on Railways which serve ports and are at a long distance from the coalfields. (PARAGRAPH 127).

(78) The fuel bill on Indian Railways is approximately 12% of the total operating expenses; the total annual expenditure on fuel alone being nearly Rs. 15 crores.

The Nizam's State Railway, have a simple but effective system of checking fuel consumption, and we recommend a similar system for the Indian Government Railways. (PARAGRAPH 128).

Signalling and Tele-communication.

(79) We recommend the preparation of I. R. S. drawings for all double-wire components. This will enable Railways either to manufacture their own double-wire equipment or call for tenders in the open market.

We also recommend the attachment to the Board's office of an experienced Signal Engineer, capable of examining signal and interlocking schemes, for advising the Board.

We also recommend the deputation of Indian Signal Officers to study signalling and Interlocking work on the continent of Europe. Indian Signalling practice has in the past followed British practice too closely.

Improvement in Tele-communication is being pressed forward as recommended by the Inglis Appleton Mission. (PARAGRAPH 129).

General Rules.

(80) We recommend that the whole subject of the General Rules should be approached from first principles and a Committee should be appointed to evolve a new Rule Book which will not only contain all orders necessary to secure safety but will also point the way for the future development of systems of working and signalling on progressive lines. (PARAGRAPH 130).

Chapter VI—Commercial Organisation and other matters.

Organisation.

(81) We recommend that the arrangements for the training of officers in the Operating and Commercial Departments should be better organised. After training the officers should work in both the departments for 6 to 8 years; thereafter the cadres should be separated.

Commercial officers should be carefully selected. The best and keenest brains on the railway are needed on the commercial side. Prospects of promotion of officers in the Commercial Department should be comparable with those of officers in the Operating Department. Selected officers should be given encouragement for special study. Separate set of officers and inspectors should be entrusted with the supervision of commercial work at stations. We do not consider it necessary to exclude the Commercial Department from the Divisional Organisation.

There should be separate Head of Department for commercial work on the B. B. & C. I. Railway. The majority of the Members further consider that the experiment of amalgamating the posts of Commercial and Operating Heads on the S. I. Railway should be abandoned, and a separate head of department for commercial work on the O. T. Railway should be established. Messrs. Guruswami and Rama Iyer, while agreeing with the necessity for the retention of a separate commercial organisation within the Traffic Department, do not accept the need for separate Commercial Heads, owing to the small size of the two systems. (PARAGRAPH 131).

(82) Public Relations Officers (P. R. Os.) should be selected from among the suitable railway officers and special training given to them, rather than attempt to recruit officers who have press experience and then try to teach them the railway side of their work.

We consider that the P. R. Os. should be attached to Commercial Departments and their energies should not be side-tracked on extraneous work. We are not satisfied that adequate justification exists for one P. R. O., in the Junior Administrative grade (with two other officers) at each of the centres; Bombay, Calcutta and Madras; one senior scale officer with each Railway should be sufficient for the present. We see no need for an expansion of the organisation in the Railway Board's office.

The practice of General Managers and Commercial Heads, meeting members of the Trade and Industrial Associations, is to be commended (PARAGRAPH 132).

Rates and Fares.

(83) We understand that the Railway Board have decided that the Indian Government Railways should all introduce Rates Registers and we trust that this work will be energetically pursued. (PARAGRAPH 133).

(84) The complaints against the old rating structure have been removed to a large extent by the introduction of the new telescopic class rates and wagon rate schedules from 1st October 1948. Subject to certain limitations, railways can still quote station to station rates. The problem of the relation between Owner's Risk and Railway Risk rates has not yet been adequately handled.

The success or failure of this new experiment can be gauged by the number of special rates that railways will still find it necessary to quote. (PARAGRAPH 134).

(85) The shortest distance principle governs the routing of traffic, subject to the weightage of 75 miles for each break of gauge; this allowance might well be higher. (PARAGRAPH 135).

(86) The question of the level of rates and fares is a matter for Cabinet consideration, and we, therefore, do not comment on it. (PARAGRAPH 136).

(87) The level of season ticket fares in the Bombay area is low. (PARAGRAPH 137).

(88) While we agree in principle with the advisability of reducing the number of passenger class from four to three, we consider that it would have been wiser to defer this change, proposed from 1st January 1949, until Railways have some spare stock in hand. The change involves the burdening of the Shops with additional work which is most undesirable at present. (PARAGRAPH 138).

(89) We support the principle of having one freight rate scale for coal for the whole of India, and the effect of the new scale introduced from 1st September 1948, should be watched.

We suggest that it would not be unreasonable to add an additional charge of 4 annas per ton when open wagons are supplied for coal loading at the request of the individual colliery. (PARAGRAPH 139).

(90) When special types of wagons are provided for traffic, it is desirable that the rates charged for such traffic should be examined, to see whether the cost of providing special wagons is adequately covered. (PARAGRAPH 140).

Claims and Legal Work.

(91) For the prevention of claims the remedies are better organisation at stations, better training and supervision of the staff concerned. Provision of Ellis locks and careful rivetting give a greater degree of protection. Wagon design should be altered where necessary so as to make wagons more "thief-proof" than they at present are.

To improve claims disposal, it may be of assistance temporarily to draft officers from the Accounts Branch. We do not favour decentralisation of claims work.

The Convention that claims within certain limits can be settled by the railway receiving the claims without reference to the other railways, should be re-examined as soon as conditions permit.

Where a suit for claim is filed, and the administration considers that the ground is good for repudiating the claim, such suits must be properly defended. (PARAGRAPH 141).

(92) Wholtime Law Officers would in many cases be advantageous and justified. (PARAGRAPH 142).

Handling of Merchandise.

(93) We recommend that railways should devote greater attention to the subject of quick transit of goods in smalls. (See item 66 above). (PARAGRAPH 143).

(94) As parcels traffic is likely to decline, no immediate enquiry as to the facilities required is necessary, but later a survey of the terminal facilities would be useful. (PARAGRAPH 144).

(95) The Registered Transit System—The Green Arrow—might be introduced later on sections with adequate control and telecommunication. (PARAGRAPH 145).

(96) We recommend that action should be taken to develop gradually a suitable collection and delivery service on a large scale. (PARAGRAPH 146).

(97) We do not consider that the time has yet come for extensive use of refrigerator vans. (PARAGRAPH 147).

Catering.

(98) We recommend that departmental catering should be built up with caution and should be regarded as a long term development.

The present policy of charging nominal rent from catering contractors has been a source of loss to the railways without any advantage to their customers.

The present practice of referring questions concerning catering to the Central Advisory Council, with a view to standardisation should be modified, and greater discretion left to individual administrations, acting in consultation with their Local Advisory Committees. (PARAGRAPH 148).

Ticketless Travel.

(99) The check of the ticketless traveller who deliberately attempts to evade payments is the most difficult. It involves structural alterations to stations, improvement in the system of checking the ingress and egress of the passengers, and removal of overcrowding on the trains.

The pennyless traveller is not strictly a direct source of loss to the railways, but with better system of checking he disappears.

A good deal of ticketless travelling arises through the inefficiency of railway arrangements, better system of issue of tickets: better supervision, will help to reduce this class of ticketless traveller. (PARAGRAPH 149).

Advisory Committees.

(100) We recommend that the majority of the members of the Central Advisory Council should be chosen by Commercial and Industrial Associations and there should be direct representation of rural interests and of the travelling public. There should be 12 members excluding the Chairman and six meetings in a year, and not necessarily always in Delhi.

We also suggest that nine out of twelve members of each of the Local Advisory Committees should be representatives of Chambers of Commerce or Industrial and Travellers' Associations. The size of the Committee should not be increased. The representation of the Central Advisory Council on the Local Committees should be dropped. There should be six meetings in a year. (PARAGRAPH 150).

Other matters.

(101) Although the problem of rail-road competition is not an urgent matter now, it is likely to become so in the future. Railways are being offered shares in the various road transport concerns, but the control is almost wholly with the Provinces. We are not sure that this would prove effective. The degree of control by the Union Government on the Provincial Road Transport system requires serious consideration. (PARAGRAPH 151).

(102) Inland water transport is a problem for the Union Government and suitable steps to control this in and out of Calcutta should be taken. (PARAGRAPH 152).

(103) Bribery and corruption will continue as long as some of the travelling and business public appear to acquiesce in the payment of additional premia for service, but this evil practice can be held in check by deterrent and prompt punishment of proved offenders amongst the railway staff. We should like to see more action in the way of prosecution of bribe-givers as well as bribe-takers. Strict enforcement of Railway Servants' Conduct Rules 8 to 13 will help. (PARAGRAPH 153).

(104) Development of mela traffic with careful planning and preparation is a very useful source of revenue.. (PARAGRAPH 154).

(105) The strength necessary for the Railway Protection Police should be periodically reviewed. The question of allocation of expenditure is a subject for negotiation between the Centre and the Provinces. (PARAGRAPH 155).

Chapter VII.—Electrical Organisation and Electrification.

(106) The balance of argument favours decentralisation of electrical work on the railways, other technical departments gradually taking over the responsibilities of this working. The officers of the technical departments should, therefore, have some electrical qualifications.

Electrical traction work should be entrusted to a sub-department, until it becomes so widespread on a railway as to require a separate Traction Department. The railway Board's office should have some machinery to critically examine electrical projects and schemes (PARAGRAPH 156).

(107) It is not possible to produce any satisfactory formula for justification or otherwise of an electrification project owing to the number of variables involved, but generally speaking our view is that there is scope for the extension of electrification on the Indian Rly with due regard to financial considerations and to the "Terminal r (PARAGRAPH 157).

Chapter VIII—Railway Stores Organisation.

(Interim Report submitted to Government on the 18th October 1947).

(108) We recommend that a joint Committee should draw up a further list of items available locally, for which the powers of purchase should be decentralised to the railways. (PARAGRAPH 160).

(109) We suggest that the percentage payable to the Ministry of Industry and Supply for making purchases of stores might be reviewed early. (PARAGRAPH 161).

(110) We do not consider that time has arrived for the suspension of the "chasing" organisation of the Controller of Railway Supplies.

The cost of the Stores Organisation on railways has increased out of all proportion to the increase in work; and we, therefore, recommend an immediate job analysis on all railways. (PARAGRAPH 162).

We also recommend that quarterly joint meetings be held of the Railway Controllers of Stores, representatives of the Industry and Supply Ministry and the Railway Board. (PARAGRAPH 162).

(111) We stress the need for simplification of the Stores Procedure on railways, and for appreciably reducing Stores Balances. (PARAGRAPHS 163 & 164).

Chapter IX—Finance.

Organisation.

(112) The Financial position on the Railways cannot be considered satisfactory. (PARAGRAPH 165).

(113) We consider that it is desirable to have in the Finance Branch of the Railway Board a separate unit whose primary duty would be to explore constantly means for improving the earnings.

We urge greater care in arriving at the estimated cost of schemes put up for sanction. (PARAGRAPH 166).

(114) The Financial Adviser of the individual Railways should be entrusted also with the duty of advising on the development of earnings and should be provided with the necessary staff and other facilities. (PARAGRAPH 167).

(115) To ensure the efficiency of the Financial Adviser and Chief Accounts Officers (F.A. & C.A.Os.), relief might be given to the Financial Commissioner, Railways, so that he could tour more frequently and keep closer contact with them. (PARAGRAPH 167).

With the object of improving the machinery for Financial Advice and Control, with which we are in full agreement, the Railway Board have decided to bring into existence ultimately on each railway a separate Finance Branch. We do not think that this is necessarily a pre-requisite to sound financial advice. To save additional expenditure, we consider that the question of a change in the organisation best suited for each railway might well be left to the railways themselves.

Under the proposed reorganisation, it would be laid down that the approval of the Financial Adviser should be obtained before the General Manager can give effect to a scheme affecting the finances of the railway. This should not be enforced.

We further suggest that a collective financial survey should be made annually by the F. A. & C. A. Os. (PARAGRAPH 167).

Costing.

(116) Successful Financial Control demands that each and every activity of the Railway, particularly those in the Workshops, should be costed scientifically. We suggest that steps be taken to introduce scientific costing system in the Railway Workshops. (See item 37 above). (PARAGRAPH 168).

Budget.

(117) The Demand Heads of the Railway Budget have been altered recently under which the working expenses have been regrouped enabling expenditure to be more directly correlated with "Performance". We agree with the revision made and suggest that prompt action should be taken with a view to checking wasteful expenditure and introducing effective managerial control in place of the existing Budgetary control. (PARAGRAPH 169).

(118) We consider that the Budget work in the Railway Board's office should be retransferred from the control of the Director of Accounts to the Director of Finance. (PARAGRAPH 169).

Separation Convention

(119) Owing to the uncertain factors involved in the present situation, the existing method of making *ad hoc* contribution to the General Revenues has to continue, until the future position of the railways can be estimated with greater definiteness. (PARAGRAPH 170).

Capital at Charge

(120) We strongly recommend that no outlay should be incurred other than on strictly financial considerations, unless the other factors which might justify a capital expenditure are so important that it would be unwise to ignore them. (PARAGRAPH 171).

(121) The capital at charge includes about Rs. 68 crores representing intangible assets of the Indian Government Railways.

We recommend that a beginning should be made to write down the cost of the intangible assets by contributing 1 per cent of the gross earnings every year to an Amortisation Fund. This should be a charge against the gross traffic receipts.

It is also recommended that in case any Capital expenditure has to be undertaken for reasons other than on financial considerations, it might be advantageous to write down the Capital in such cases through Amortisation Fund. (PARAGRAPH 171).

Depreciation

(122) We recommend that an annual contribution to the Fund for the next five years be made at Rs. 22 crores per annum. Thereafter, as and when the prices stabilise an enquiry should be undertaken now and at what rate contribution should be made. It is tentatively suggested that the contribution should ultimately be related *inter alia* to gross earnings. (PARAGRAPH 172).

Separation of Audit and Accounts

(123) In view of the decision already arrived at by Government on the report of the Departmental Committee, set up in 1947, on the question of the amalgamation of Audit and Accounts, we do not suggest that the decision already arrived at need be reconsidered now. (PARAGRAPH 173).

Chapter X.—Staff

Staff requirements

(124) Judged by the usual statistical standards, and after making liberal allowance for work of special nature and for the changed conditions during the last few years, the staff strength on the railways is on the high side. *Prima facie* there is a case for job analysis to determine the staff requirements in the future. (PARAGRAPH 177).

Staff efficiency

(125) There has been a general slackening of discipline deterioration in the morale and efficiency of workers. The remedies are on a long term basis and include—

- (i) The implementation of the Adjudicator's Award will improve service conditions. (PARAGRAPH 180).
- (ii) The confirmation of staff who have been on a temporary basis for long periods. (PARAGRAPH 181).
- (iii) The improvement in the standard of training and supervision. (PARAGRAPH 182).
- (iv) The definition of the selection posts, which should be confined to the supervisory grades, and the categories of staff eligible for selection. (PARAGRAPH 183).
- (v) The treating of the "efficiency bars" as such, and qualifying examination or such other tests being laid down. Mr. S. Guruswami, however, objects to "efficiency bars". (PARAGRAPH 183).
- (vi) The provision of better living and working conditions (PARAGRAPH 184).
- (vii) The improvement of the standard of supervision. (PARAGRAPH 185).

(126) We recommend that organised labour should be requested to embark upon a campaign of propaganda to stimulate greater effort. Similar propaganda might be launched through the leaders of men. (See item 33 above). (PARAGRAPH 186).

Discipline and Appeals Rules.

(127) We recommend that subject to the right of appeal, the usual penalties of withholding of increments or promotion, including stoppage at an efficiency bar, the reduction to a lower post or time scale or to a lower stage in the time scale, the recovery from pay of the whole or part of the pecuniary loss caused to Government, should be capable of imposition by the competent authority; and for this purpose the Payment of Wages Act should be suitably amended. (PARAGRAPH 187).

(128) Powers of minor punishment should be delegated, subject to the right of appeal, to the lower authorities (including supervisory subordinates) to enable swift action being taken. This applies particularly to Workshops. (See item 33 above). (PARAGRAPH 187).

(129) We suggest that the experiment in the Post and Telegraph Department of the formation of an Appellate Tribunal should be watched, and if found successful, similar Tribunal might be started as an experimental measure at one of the main railway centres with the duty of advising on appeals against the orders of punishment in the case of two railways. Mr. Guruswami, however, considers that similar Tribunals should be set up immediately on all railways. (See item 138 below). (PARAGRAPH 187).

Recruitment and Training.

(130) Recruitment of all Class I Officers should continue to be made through the Federal Public Service Commission. Staff College should be established, which will, *inter alia*, establish *esprit de corps* and a tradition amongst officers that they are all members of a great National Railway. (PARAGRAPH 188).

(131) Promotion of officers from the junior to the senior scale should be by seniority, subject to a qualifying test. Promotion from the senior scale to the Junior Administrative grades should be by selection. There should be suitable Senior Officers' Course in the Staff College. (PARAGRAPH 188).

(132) We agree with the Railway Board that a junior scale officer should be fit to be and should normally be promoted to the senior scale at the end of about 9-11 years service. We consider it sound that the proportion of Assistant Class I Officers should be fixed accordingly. (See item 134 below). (PARAGRAPH 188).

(133) The Officers are so taken up with routine matters that supervision suffers. We recommend that the solution is for the executive officers to tour frequently and maintain closer contact with the staff under them. (PARAGRAPH 188).

(134) We agree with the decision taken by the Central Advisory Council for the retention of Class II Service on the Railways. In order to improve the channels of promotion of Class II service men, we recommend that 25% of the working posts in the senior scale should be reserved for them; officers must, however, be qualified to be promoted in the same way as we have recommended for Class I Officers. (See item 131 above). (PARAGRAPH 189).

(135) We also agree with recommendation of the Central Advisory Council, that the men in Class III service, should be considered for promotion to class II first and only the remaining vacancies should be filled by direct recruitment to class II, which again should be made through the Federal Public Service Commission. (PARAGRAPH 169).

(136) We consider that there must remain regular and wide avenues of promotion to the deserving men belonging to the Class IV service and with this end in view, we recommend that for such candidates the educational qualification and age restriction for the purpose of direct recruitment to any particular category of Class III service should be relaxed, the actual recruitment being left to the recruiting authority. (PARAGRAPH 190).

(137) We recommend that for the recruitment to the lower grades of Class III services, greater preference should be given to the sons and nephews of the railway employees who have rendered not less than 15 years of efficient and continuous service; 10% of the vacancies should be reserved for them subject to their being suitably qualified. (PARAGRAPH 190).

(138) We approve of the principle of recruitment of Class III employees through independent Commissions. This is in line with the decision of the Ministry of Home Affairs to set up Agencies for recruitment of class III and IV staff. We consider that if the Agencies are likely to have regional offices, it might be economical to entrust the work of railway recruitment to these Agencies, and abolish all the Joint Railway Service Commissions. On the other hand, if these Agencies have to be expanded considerably, it would be preferable to continue recruitment through the separate Railway Commissions. In that case, we recommend the reduction of one of the four Joint Service Commissions, the number of Members of the remaining Commissions being reduced to three, including the Chairman. The personnel forming the Commissions should have had considerable Railway administrative experience, but if such men are not available, there is no bar against the appointment of non-railwaymen with corresponding experience.

We have no objection to the advice of the body being taken by the administrations, in case of appeal, but this should not necessitate an increase in the number of Members or the appointment of a person with judicial experience. (See 129 above). (PARAGRAPH 191).

(139) Area Schools for the training of Class III staff should be established on all railways.

An initial period of training for the non-technical staff also would be advisable. (PARAGRAPH 193).

(140) All round improvement can be effected only when the general level of intelligence and literacy of the labourer is raised. The first essential is the spread of education amongst labourers. We recommend that a lump sum literacy bonus should be paid to men in the lower categories for the acquisition of literacy. (See item 33 above). (PARAGRAPH 193).

Organisation.

(141) Where personnel work has not been centralised, no attempt need be made to do so. We recommend that on railways run on a departmental system, each Head of Department may have a small office dealing with personnel matters. On Districts it is not necessary to have a Personnel Officer, except on the longer ones, where an Assistant Officer might be provided to work under the District Officer. On Railways run on a Divisional system, the concentration of personnel work in the headquarters office will be needed. On Divisions, it will be advantageous to have a small unit advising the Divisional Superintendents, in personnel matters, and in dealing with the appeals which lie to him. Apart from that, the personnel work should be done by the various Divisional Officers. (PARAGRAPH 194).

(142) We consider that at the present time the establishment of a machinery for dealing with industrial relations on railways is a matter of importance and should be favourably considered by Government.

We support the constitution of Joint Production Committees for the railways and consider that co-operation on these Committees between the railways and trade unions would be beneficial, and should be taken up by Government. (PARAGRAPH 195).

Chapter XI—Research

(143) Railway Research Organisation is at present inadequate for the essential needs of the Indian Railways and the Railway Board contemplate forming an Advisory Committee under the chairmanship of the Chief Commissioner. This should be done very early. The Civil and Mechanical Engineering Research Organisation already exists under the Central Standards Office, and should be sufficiently strengthened and expanded. It should be watched that research work is not duplicated; full use being made of the National or University laboratories and institutions. (PARAGRAPH 196).

(144) It is not necessary to construct magnificent buildings and laboratories in the first instance but the organisation should be built up satisfactorily and prospects for the staff working in or selected for this Research Organisation made specially attractive. Encouragement should be given for study and training in research abroad. There should be intimate liaison with all the Research Organisations in India as well as abroad and there should be no hesitation in seeking assistance from or association with outside sources if and when necessary. (PARAGRAPH 196).

Chapter XII—Central Controlling Authority and Railway Organisation

Central Controlling Authority.

(145) We do not consider the present central organisation, under which the Railway Board is part of the Secretariat of the Government of India, to be altogether satisfactory. We recommend the vesting of the control and management of the Union Railways in a Statutory Authority;

for important reasons, however, we suggest that the setting up of the Authority should be deferred for about 5 years from now. (PARAGRAPH 197).

(146) We recommended that the Authority should be charged with the following responsibilities: "The Authority shall develop throughout the Union of India an efficient, adequate and economical system of railway transport for passengers and goods. They shall have due regard to interest of agriculture, industry, commerce and the general public, and to the interest of their staff and safety." (PARAGRAPH 197).

(147) We recommend that the Authority should not be a large body and suggest that the composition should be a Chairman and six Members. We discuss the qualifications and recommend that one of the Members should be "a person who has shown capacity in financial matters" and who should be appointed by the Finance Minister and also "one person who has shown capacity in the organisation of workers." (PARAGRAPH 198).

We recommend that the Chairman and two Members should render whole-time service, including the Finance Minister's nominee, and that the remaining Members should be part time only. (PARAGRAPH 198).

(148) We next discuss the residuary powers of Government. We recommend that the Transport Minister should be invested with power to "give direction" to the Authority in matters affecting the National interest but that such direction should only be given after consultation with Authority. We also recommend that each instance of such direction should be included in the Authority's Annual Report to Parliament. We also recommend that the Transport Ministry should have the right to preside and vote at meetings of the Authority whenever he considers it desirable to do so. (PARAGRAPH 199).

(149) We next discuss the financial powers of the Authority. We recommend the execution of a Convention by Government and the Authority which would lay down principles on which the surplus should be divided between the Railway Reserve and the Revenues of India. We also recommend that although the Act setting up the Authority would contain a clause allowing the Authority to borrow money in the open market, such borrowing should be subject to the approval of Parliament. We recommend that capital programme should be subject to the prior approval of the Minister but that the Authority should have the right to sanction works not specified in the Programme, if costing less than rupees one crore. (PARAGRAPH 200).

(150) We recommend that the Accounts of the Authority should be in a form prescribed by the Auditor General of India and that he should audit and certify them. (PARAGRAPH 201).

(151) We discuss the position of the present Railway Board after the setting up of the Authority. (PARAGRAPH 202).

(152) We recommend that on vesting day all Railway Officers and staff should cease to be Government servants and should become servants of the Authority. We also recommend that the rights of appeal of Officers and staff of the Authority should not be inferior to the rights of appeal that they would have enjoyed had they been in Government service. (PARAGRAPH 203).

(153) We recommend the retention of the Railway Rates Tribunal after the setting up of the Authority. We also recommend that the Central Advisory Council for Railways and the Local Advisory Committee should be retained. (PARAGRAPH 204).

The Railway Board.

(154) We have heard complaints of delay in the Railway Board's office in passing orders on executive matters and consider that the problem should receive greater attention than hitherto. Part of the present discontent among the railwaymen might well have been avoided if the Board's decisions on important staff questions could have been announced with reasonable expedition.

There has been a very large increase in strength of staff, in the office of the Railway Board during the last few years, and even after giving due weight to the various considerations leading to an increase in work, we are not convinced that the large expansion is justified. All future expansions must be carefully scrutinised. (PARAGRAPH 206).

Wherever possible, the policy of decentralisation of work should be pursued. (PARAGRAPH 207).

(155) We do not recommend any immediate reduction in the size of the Board itself, but when conditions become more normal, the question of reversion to the pre-war size should be examined. (PARAGRAPH 208).

(156) We do not consider it necessary that the Chief Commissioner need always be an Engineer; officers of other departments also should be considered equally with the Engineers for this post.

The officer selected as the Financial Commissioner should be one who has spent most part of his service on the railways as an Accounts Officer. (PARAGRAPH 208).

(157) Generally, we feel that the Secretary's main duty should be the control of the office and to enable him to devote his time to this work his personal executive responsibilities should be reduced to a minimum. (PARAGRAPH 209).

Divisional versus Departmental Organisation.

(158) The principles of "Divisional" and "Departmental" organisations on railways are described. The advantages and disadvantages of each system are also considered. (PARAGRAPH 210).

Certain figures are compared which indicate that, whatever the reason may be, railways organised on a departmental basis, except perhaps the B. B. & C. I., have generally produced more satisfactory results than have divisional railways. In the light of evidences received, we are unable to make any definite recommendation concerning the retention or otherwise of the divisional organisation. We, however, suggest an examination of the question of bringing the East Indian Organisation into line with that of the G. I. P. Railway organisation, which seems to have proved satisfactory. (PARAGRAPHS 211-212).

(159) We recommend that a careful examination of the question of "divisional" or "departmental" working should be made before definitely condemning the "divisional" system. We also consider that it will be important to arrive at a decision on this before the general question of regrouping of railways can be taken up. We make certain recommendations for improving the organisation on both departmental and divisional railways. (PARAGRAPH 212).

Chapter XIII—Regrouping of Railways

(Submitted to the Railway Board on the 20th September 1948)

(160) The amalgamation of railways or the transfer of parts of one system to another always results in a temporary loss of efficiency. We consider it to be wrong to make any general recommendation now for the regrouping of railways. Further, there is the possibility of integration of the large number of small Indian State Railways into larger units in the near future. (PARAGRAPH 215).

(161) Partition has brought into existence two small systems, the E. P. and the Assam Railways and in view of the importance of the E. P. Railway, we consider it necessary to improve its resources. Various proposals have been considered including those recommended by Mr. B. B. Varma. We recommend that the E. P. Railway should continue as a separate entity for some years to come and this railway should be provided, without any avoidable delay, with basic resources necessary for efficient management.

(162) We do not recommend any division of the E. I. Railway for the present and we deprecate the addition to that railway of any section (Metre Gauge) of the O. T. Railway. O. T. Railway must remain as a separate undertaking as at present.

(163) In order to equalise prospects and promotion of officers of the E. P. and Assam Railways, we recommend that the officers of the E. P. Railway should be put on a common cadre and seniority list with those of the G. I. P. Railway and likewise the Assam Railway officers with those of the E. I. Railway. This would be a temporary feature until the general question of regrouping is taken up. (PARAGRAPHS 216-220).

Chapter XIV—Railway Grainshop Organisation

(Submitted to the Railway Board on the 15th September 1948)

(164) The Grainshop Inquiry Committee criticised bitterly the organisation for the procurement, inspection and distribution of foodstuffs and commented on the prevailing corrupt practices. They unhesitatingly

came to the conclusion that there could be no question of retaining the grainshops as a permanent part of the railway administration. However, owing to the uncertain economic conditions of the country, they recommended the continuance of the organisation on a somewhat restricted scale. (PARAGRAPHS 221-222).

(165) In view of the serious dissatisfaction among the workers and the abuses brought to light by the Grainshop Committee, we recommend that steps should be taken to end the Grainshop organisation as it exists today; the staff being compensated for the loss of the measure of relief in kind now received by them.

The scale of dearness allowance now paid to the other Central Government employees should be given to the railwaymen. They should also be given some additional relief, at any rate for a limited period, equivalent to the present railway loss, less the deduction for overheads and wasteful expenditure. This amount should be distributed in consultation with the organised railway labour. This scheme should apply in the first instance for 12 months after the closure of the grainshops, meantime the situation should be reviewed. Any increase in dearness allowance given to the Central Government employees during this period should be set off against this marginal relief.

This relief should be given to certain specified categories of staff. (PARAGRAPH 223).

(166) The Grainshops staff should be absorbed in other employments, the General Managers being given discretion to relax age and the minimum educational qualifications making the appointments themselves without reference to the Service Commission. Mr. S. Guruswami has not committed himself to the recommendations made in this Chapter. (PARAGRAPH 224).

— Chapter XV—Miscellaneous

Railway Clearing Accounts.

(167) We are impressed with the benefits accruing from the establishment of an efficient Central Organisation for foreign accounts work, but they cannot be realised under the conditions at present obtaining in the Clearing Accounts Office. Full advantage of a centralised office could only be achieved if all the nine Government Railways could participate instead of five at present. (PARAGRAPH 227).

(168) If simpler methods of apportionment of earnings between Indian Government Railways are devised, then even if all the nine railways participate, the strength of the office would not be unmanageable. (PARAGRAPHS 228-229).

(169) We recommend that the method of apportionment of earnings between the Indian Government Railways should be simplified and all of them should participate in the Clearing Office scheme, which should then be retained as a permanent measure.

If, however the Government do not agree to the simpler methods of apportionment, decentralisation of the foreign traffic accounts work seems to us to be necessary.

In the event of a centralised office being maintained, there should be proper office and residential accommodation, located at a central but uncongested and healthy area. There is scope for economy through the adoption of mechanisation and job analysis of work, further the Director of the office should not be of a status lower than that of the Chief Accounts Officer and that he should not be transferred away as frequently as the past. (PARAGRAPH 230).

Statistics.

(170) We favour the system adopted on the S. I. Railway for the prompt compilation of statistics. We recommend that each railway should have a statistical officer who should interpret and review statistics and bring to notice the salient points emerging from the statistics. Further analysis should be made by departmental and executive officers. There should be regular monthly meetings on the railways where all these points could be discussed and followed up.

These monthly statistics are not enough for the railways; the day to day statistics compiled in the Traffic Control offices, if properly used, are, in many ways, far more important to the Operating Officer than the periodical or monthly statistics. (PARAGRAPH 233).

(171) We recommend that statistics should be reviewed in accordance with the present day requirements. This review should be continuous and directed towards keeping the statistics in conformity with the current needs. We have indicated certain directions in which statistics could be improved. (PARAGRAPH 234).

The qualities of the statistical officer are laid down. (PARAGRAPH 235).

(172) We suggest that a popular edition containing the more important statistics should be compiled and made available to the public. This would disseminate accurate information among the public.

The delay in the Board's office in publishing the periodical and monthly abstracts and statements should be reduced to the bare minimum. (PARAGRAPH 236).

(173) We consider that periodical meetings of statistical officers of different railways should be useful. (PARAGRAPH 237).

(174) All officers, particularly of the Transportation (Traffic) and (Power) and Commercial Departments should have a course of training in the use of statistics. This training should form part of the curriculum for the qualifying examination for the promotion of officers to the senior scale. (PARAGRAPH 238).

(175) We recommend the preparation of a Statistical Manual, which would set forth the meaning of the various units and the methods of employing them intelligently. (PARAGRAPH 239).

ITEM NUMBER OF SUMMARY, 1, 2.

1. Conclusion and Recommendation

“We make a broad financial and statistical survey of the Indian Government Railways since 1924. We conclude that the financial results so far cannot be considered satisfactory and the immediate future of the Railways can by no means be considered bright. (PARAGRAPH 28).

The statistical survey of the major operating and rolling-stock statistics indicates, with minor exceptions, that there has been a substantial fall in the standard of efficiency and performance since 1938-39. During the war years the standard had improved but this was not maintained. (PARAGRAPH 29).”

2. Decision.

The conclusions have been noted.

3. Action and Remarks.

The attention of the Railways has been drawn to the conclusions.

ITEM NUMBER OF SUMMARY, 3, 4.

1. Conclusion and Recommendation

“We recommend that the urgent relaying programmes should be implemented thus improving the standard of track sufficiently to meet the future demands. (PARAGRAPH 31).

Track standards should not be raised merely to comply with new standards. Greater use of second hand released materials should be made. (PARAGRAPH 32).”

2. Decision.

The recommendations have been accepted.

3. Action and Remarks.

In view of the shortage of track materials only such renewals are at present carried out as are absolutely necessary for considerations of safety. When the supply position improves deferred renewals will be taken up.

Track standards have been under examination with a view to economy in metal and costs.

In regard to making greater use of second hand materials, Railways are alive to the situation and are already making the best use of whatever released materials are available.

In fact, the I.R.E.C. have endorsed the Railway Board's policy.

ITEM NUMBER OF SUMMARY, 5, 6.

1. Conclusion and Recommendation.

“We recommend that investigations should be pushed forward for evolving lighter and modified sections of rails as standards for the Indian Railways. (PARAGRAPH 33).

We recommend that similar investigation should be made to lighten metal sleepers. (PARAGRAPH 34).”

2. Decision.

The recommendations have been accepted.

3. Action and Remarks.

The present policy of the Railway Board is to limit axle loads of locomotives to $18\frac{1}{2}$ tons on the broad gauge and $10\frac{1}{2}$ tons on the metre gauge and the speed to 60 and 45 miles per hour respectively, except on certain special sections.

Investigations are already in progress and the intention is to finalise on rail sections weighing about 77 lb. for the broad gauge and 48 lb. for the metre gauge. These would possess the strength of the present 80 and 50 lb. section respectively. Such results if attained would save about 15,000 tons of steel annually in routine rails renewal programme worth about Rs. 50 lakhs annually.

A similar technique would apply to steel sleeper improvement.

ITEM NUMBER OF SUMMARY, 7.

1. Conclusion and Recommendation.

“We recommend that researches as to the density of sleepers required under different conditions of traffic and types of rails and sleepers should be pursued. This would yield sufficient data to enable impressive economies being made. (PARAGRAPH 35).”

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

Researches as to the density of sleepers required under different conditions of traffic and with different types of rails and sleepers are in hand and have been given a high priority.

ITEM NUMBER OF SUMMARY, 8.

1. Conclusion and Recommendation.

“The tendency on some railways for increasing the temporary gang strength should be checked. We recommend that an officer should be placed on special duty to make a close study of the methods of track maintenance actually pursued by Railways, and reach conclusions. He should also ascertain best methods of utilizing gang labour. (PARAGRAPH 36).”

2. Decision.

The recommendations have been accepted in principle.

3. Action and Remarks.

Railway administrations have been asked to exercise the most careful scrutiny and control over the allotments made for permanent-way extra labour and to submit half-yearly reports. These reports will give particulars of the expenditure incurred and the strength, separately for the permanent and temporary staff, of staff employed on maintenance on each district or division.

A meeting of the Chief Engineers (or the Maintenance Deputies) of railways is proposed to be held in the Railway Board's office to discuss the methods and systems of maintenance of permanent way with the object of evolving practical, effective and economical methods.

ITEM NUMBER OF SUMMARY, 9

1. Conclusion and Recommendation.

“Experiments with mechanical appliances for the maintenance of track should be pushed forward as early as possible. (PARAGRAPH 37).”

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

The G.I.P. and the E.I. Railways are experimenting with Jackson Vibrator Tie tampers, and the Railway Board have asked for a report on the performance of these tampers. The report will bring out *inter alia* a comparison in the cost of packing sleepers mechanically and with manual labour. Further action will depend on the result of these experiments.

ITEM NUMBER OF SUMMARY, 10.

1. Conclusion and Recommendation.

“Experiments with mobile gangs should be pursued. (PARAGRAPH 38).”

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

The Railways have been directed to continue experiments with mobile gangs in suitable places and report results every six months.

ITEM NUMBER OF SUMMARY, 11

1. Conclusion and Recommendation.

“We recommend that the gang lengths should be gradually increased to 4 miles which would economise the number of mates and keymen. (PARAGRAPH 39).”

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

The railways have been asked to submit a programme outlining their proposals and covering the period over which they could introduce gradually the four-mile gang length. The programme will indicate the economies that will ultimately be possible.

ITEM NUMBER OF SUMMARY, 18

1. Conclusion and Recommendation.

"Experiments with the welding of rails should continue on a sufficiently large scale. The experience of other countries support the conclusion that economies would be substantial, in addition to making the running smoother and, therefore, more comfortable. (PARAGRAPH 41)."

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

The attention of the railways has again been drawn to the advantages of rail welding, not only for reclaiming battered or hogged rails, but also for new rails. They have been asked to push forward vigorously with their schemes of welding of rail joints.

ITEM NUMBER OF SUMMARY, 18

1. Conclusion and Recommendation.

“Experiments with the welding of rails should continue on a sufficiently large scale. The experience of other countries support the conclusion that economies would be substantial, in addition to making the running smoother and, therefore, more comfortable. (PARAGRAPH 41).”

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

The attention of the railways has again been drawn to the advantages of rail welding, not only for reclaiming battered or hogged rails, but also for new rails. They have been asked to push forward vigorously with their schemes of welding of rail joints.

ITEM NUMBER OF SUMMARY, 14

1. Conclusion and Recommendation.

“We recommend that vigorous research should be made on the problem of treatment of black cotton and other unstable soil and the best method of drainage of water-logged banks and cuttings. (PARAGRAPH 42).”

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

The following two items are included in the research programme of the Central Standards Office for Railways.

1. Stability of formations, particularly on unstable materials, including pressure distribution in ballast and formation with various types and densities of sleepers.
2. Soil Mechanics investigations correlated to determine the most economical methods of ballasting, including the introduction of a layer of sub-ballast.

The recommendation of the I.R.E.C. is in line with the existing policy.

ITEM NUMBER OF SUMMARY, 15

1. Conclusion and Recommendation.

“Normally, a District Engineer’s charge should be between 400 to 500 equated track miles and that of an Assistant Engineer between 150 to 200 miles. The average length of the beat of the Permanent-way Inspector (P.W.I.) and Assistant or Sub P.W.I. should be about 45 equated track miles.”

2. Decision.

The recommendation has been generally accepted.

3. Action and Remarks.

Except for certain sections where special conditions exist, the charges of District Engineers, Assistant Engineers and Permanent-way Inspectors on most of the Railways conform generally to the lengths recommended by the Committee but on sections where conditions are normal and there are wide variations from the standards recommended by the Committee. schemes for reorganisation are under consideration.

ITEM NUMBER OF SUMMARY, 16

1. Conclusion and Recommendation.

“Railways should obtain records of the condition of track by the use of test cars or Hallade Instrument twice a year and the anotated records should be in the hands of the Permanent Way supervising staff expeditiously. (PARAGRAPH 44).”

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

The present practice on some railways conforms to the recommendation but differs on others. The subject has therefore been included as item 340 of the agenda for the next meeting of the Track Standards Committee.

ITEM NUMBER OF SUMMARY, 17

1. Conclusion and Recommendation.

“There is a tendency for perpetuating departmental manufacture of materials in Engineering Workshops, which cannot be justified either on the score of economy or availability. We urge periodical reviews. (PARAGRAPH 45”.

2. Decision.

The recommendation is noted, but there is no need actually to discourage such manufacture in all cases.

3. Action and Remarks.

Items manufactured in Engineering Workshops are being periodically reviewed by Railways.

ITEM NUMBER OF SUMMARY, 18

1. Conclusion and Recommendation.

“There is a wide scope for extensive reconditioning of track materials and tools; rails with battered ends can be re-used by cropping up the ends and welding them; sleepers, fishplates, points and crossings can be reconditioned and re-used. Pooling of information in this respect would be useful. (PARAGRAPH 46).”

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

Railways are already alive to the urgent need of reconditioning track materials and tools with a view to increasing their useful life. Cropping battered ends of old rails and welding the sound lengths is now standard practice on Indian Railways and is being extensively used. The attention of General Managers, however, has been drawn to the recommendation.

ITEM NUMBER OF SUMMARY, 19

1. Conclusion and Recommendation.

“We recommend that the railways should carefully scrutinise details of expenditure on maintenance of buildings and the methods of maintenance, with a view to effect economies.

We recommend that research should be undertaken for evolving an economical and suitable design for buildings in the black cotton soil areas. (PARAGRAPH 47).”

2. Decision.

The recommendations have been accepted.

3. Action and Remarks.

The attention of the railways has been drawn to the need for economies in expenditure on building maintenance.

Researches into economical and suitable designs for buildings generally, and in the black cotton soil areas, are in hand. The Building Standards Committee is tackling this problem.

ITEM NUMBER OF SUMMARY, 20

1. Conclusion and Recommendation.

“The renewal of girders of bridges should be decided on condition basis. (PARAGRAPH 48).”

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

It was decided by the Railway Board that action on this item should be left to be taken by the Railways, the Board keeping a watching brief on it. From the remarks since submitted by the railways on this recommendation it appears that they are following the policy laid down by the I.R.E.C. in regard to renewal of girders. No action is, therefore, called for.

ITEM NUMBER OF SUMMARY, 21

1. Conclusion and Recommendation.

“The possibility of control of expenditure on a unit-cost basis should be investigated as soon as prices stabilise. (PARAGRAPH 49)”.

2. Decision.

The recommendation is noted.

3. Action and Remarks.

Prices are still unstable and Railways will investigate the possibility of introducing control of expenditure on a unit-cost basis as soon as prices stabilise.

ITEM NUMBER OF SUMMARY, 22, 23

1. Conclusion and Recommendation.

“The utilization of locomotives on the Indian Government Railways in 1946-47 was low with the result that a substantial number was employed in excess which could have been used for carrying additional traffic. On the basis of the performance of 1938-39 and with a reasonable number under or awaiting repairs (say 15 per cent. of stock), the percentage of locomotives used in excess would amount to about 10 per cent. of the total stock.

Another method for determining this excess is to base the calculation on the average number of engine miles per engine per day, actually reached in 1941-42. This is certainly capable of achievement and would yield a figure of 17 per cent. of the total stock as the measure of the excess. (PARAGRAPHS 51-52).

The performance could have been even better, in spite of the deteriorated condition of the locomotives brought about through excessive wear and tear during the war years and the increasing age of locomotives. (PARAGRAPH 52).”

2. Decision.

The comments have been noted.

3. Action and Remarks.

The attention of the Railways has been drawn to these comments and continuous endeavours are being made to improve locomotive utilization.

ITEM NUMBER OF SUMMARY, 24

1. Conclusion and Recommendation.

"All Railways are heavily in arrears. This is alarming, particularly as the output from the workshops is much lower than their capacity and even below the current requirements of the railways. We realize the difficulties regarding the shortage of spare parts, etc., still the position is considered most unsatisfactory. Excluding the E. P. and Assam Railways, the workshop capacity is adequate. (PARAGRAPH 54)."

2. Decision.

The conclusion arrived at by the Committee has been noted.

3. Action and Remarks.

The attention of the railways has been drawn to the comments made by the Committee.

ITEM NUMBER OF SUMMARY, 25

1. Conclusion and Recommendation.

“The number of passenger coaches under or awaiting repairs is high. (PARAGRAPH 58).”

2. Decision.

The conclusion arrived at by the Committee has been noted. .

3. Action and Remarks.

The attention of the railways has been drawn to the high percentage of coaching stock under or awaiting repairs in workshops and sick lines, and to the need to reduce this number.

ITEM NUMBER OF SUMMARY, 26

1. Conclusion and Recommendation.

“The shortage of passenger coaches is very acute which is the primary cause of the serious overcrowding. Further, a large proportion of such coaches is normally due to be replaced. We reckon that at a conservative estimate the passenger stock on the B. G. would require to be augmented by 25 per cent. and on the M.G. by 50 per cent. in the near future. (PARAGRAPHS 61-63).

While we appreciate the Railway Board's action in attempting to tap indigenous sources, we wish to emphasise that top priority should be given to the setting up of central workshops for the construction of coaching stock. (PARAGRAPH 64).”

2. Decision.

The recommendations have been accepted.

3. Action and Remarks.

It is agreed that there is an acute shortage of passenger coaches and a large number are due for replacement. Active steps are being taken to introduce additional and replacement coaching stock on a mass production basis. It is hoped that the final design drawings would be completed in the near future. Orders for a certain number could then be placed for importing these from countries abroad, depending upon Indian currency resources.

The question of setting up one or more Central Workshop for the manufacture of all-steel coaches is also under examination. These steps are in addition to the normal production in workshops which is being stepped up to the maximum.

Until however the new designs have been prepared and proved and the plant required to manufacture them becomes available, it is anticipated that considerable numbers of all-metal coaches will be mass-produced in India to designs prepared in India and already under test.

ITEM NUMBER OF SUMMARY, 27

1. Conclusion and Recommendation.

“All-steel coaches are likely to be put in service and we suggest that, before reaching final conclusions, experiments should be carried out in the hottest part of the country in the months of May and June. (PARAGRAPH 65).”

“We, however, stress the value of all-steel stock in that it has generally been found that in the event of a serious accident, all-steel stock is less liable to telescoping than is wooden-bodied stock. For the same reason, we recommend the fitting of automatic central couplers to the new 11'-8" stock. (PARAGRAPH 66).”

2. Decision.

The recommendations regarding experiments on all-steel stock have been accepted.

The Government are, however, unable to accept the recommendation regarding the fitting of automatic central couplers to the new stock.

3. Action and Remarks.

Experiments with various brands of insulating material applied to the all-steel coaches now under construction by the Hindustan Aircraft Limited, Bangalore, have been undertaken. The purpose of the trials is to ascertain during the present hot weather the practical efficiency of the various forms of insulation.

The Railway Board consider that the screw coupling with side buffers on the B. G. is satisfactory in operation, simplicity and design, and that the change over to central coupler is not indicated because :—

- (a) this will involve large capital outlay which cannot be justified and does not appear necessary;
- (b) central couplers hinder free play of bogie springs and thus prevent smooth running, starting and braking is jerky and causes discomfort to passengers.

The advantage usually claimed for the central couplers is that they are non-telescopic, a feature not possessed by screw coupling and side buffers. This is conceded but as the future standard of all-steel coaching stock will be light in weight and of welded design, it will provide the necessary safety against telescoping even with screw coupler and side buffers.

ITEM NUMBER OF SUMMARY, 28

1. Conclusion and Recommendation.

"The percentage of wagons immobilised for repairs is very high. (PARAGRAPH 68).

There has been a considerable deterioration in the output of repairs to wagons in workshops, with the result that over 20 per cent. of the total stock is overdue periodical overhaul. (PARAGRAPHS 69-70)."

2. Decision.

The conclusions arrived at by the Committee have been noted.

3. Action and Remarks.

The attention of the railways has been drawn to the comments made and they have been asked to take suitable action to improve the wagon repair position.

ITEM NUMBER OF SUMMARY, 29

1. Conclusion and Recommendation.

“On the basis of the work performed in the workshops measured by the number of standard repairs to locomotives and by the number of coaching stock and goods wagons given periodical overhaul, there appears to be a surplus of staff. We recommend a careful job analysis to ascertain the extent of the surplus, taking into consideration the present quantum of work, arrears of maintenance, and other relevant factors. (PARAGRAPH 72)’’.

2. Decision.

The recommendation has been accepted in principle.

3. Action and Remarks.

The Government are of the view that actual job analysis is premature at present and the work should be undertaken at a later stage when conditions are more stabilised. Railways have therefore been asked to bring production in workshops to pre-war level in the first instance.

1. Conclusion and Recommendation.

"We are impressed with the working of the 'Belt system' as it exists in the Khargpur Workshops of the B. N. Railway, and recommend that this system should be adopted whenever a new workshop is planned or constructed. When any major reconstruction of the existing workshops is undertaken, the principles underlying the 'Belt System' should be applied as far as possible.

We suggest that specified officers on supply mission abroad should be charged with the duty of purchasing, wherever available, machinery and equipment urgently required. (PARAGRAPHS 75-76)."

2. Decision.

The recommendations are accepted in principle.

3. Action and Remarks.

Railways have been asked to apply the principle of the 'Belt System' whenever new shops are designed or major remodellings are effected. The possibility of introducing this system in existing shops is also under investigation; re-layout of machines wherever possible has been taken in hand.

The Government are of the opinion that while there may be need for special action in very urgent cases, in the ordinary course it is possible for railways to determine their requirements of machines sufficiently in advance so that there is no need to resort to exceptional procedure for purchase. Under the present arrangements, railways can only expect to receive machines from two to four years after placing indents and it is necessary that replacements and additional requirements of machinery and plant should be framed in sufficient time to allow for this period before machines can be received.

PARAGRAPH NUMBER 77 (Part)

(Page 53 of the Report)

1. Conclusion and Recommendation.

A liberal programme should be followed for constructing houses for workshop staff.

2. Decision.

The recommendation has been accepted.

3. Action and remarks.

A reference may be made in this connection to the remarks made against item 125(vi) of the Summary. Quarters are at present being provided for essential operating staff, but as the resources position improves, a larger number of quarters will be provided for all categories of essential staff, including the workshop staff.

ITEM NUMBER OF SUMMARY, 33

1. Conclusion and Recommendation.

"We consider that supervisors should be empowered to inflict punishment on staff for minor offences, subject to review afterwards. (See item 128 below).

We urge that the grievances of staff should be dealt with speedily... There should be closer contact between the railway officers and the staff.

Senior Government officials and leaders of public opinion should impress upon the railwaymen, by public speeches and propaganda, the responsibility that now devolves on them. (See items 125 and 126 below).

Simultaneously, effective steps should be taken to control and stabilize prices and making consumer goods available at reasonable rates.

It is also imperative to pursue schemes of literacy in order to step up production. (See item 149 below).

Trade Unionism should be encouraged. (PARAGRAPH 77)."

2. Decision.

The recommendations have been accepted.

3. Action and Remarks.

The General Managers have been advised that at their discretion they may delegate powers to the senior non-gazetted staff (Class III), to the extent they desire in the case of minor punishments under items 1, 2 and 3 of Rule 1702 of the State Railway Establishment Code, Volume 1, reproduced below:—

- (1) Censure.
- (2) Withdrawal or forfeiture of privileges, *e.g.*, free passes, etc.
- (3) Fines, including forfeiture or reduction of running allowances in the case of train and running staff. (Up-to the limit admissible under the Payment of Wages Act.)

The Government are in full agreement with the recommendations that the grievances of staff should be dealt with speedily and that there should be closer contact between the railway officers and the staff. The General Managers have been asked to impress upon all officers the great value of personal contact between the management and the men. It has been stressed that all avoidable delays in regard to matters such as the issue of passes, sanction of leave, payment of dues, etc., must be eliminated.

The Government accepted the need for well directed propaganda for improving the relation between the staff and the administration and the attention of those concerned has been drawn to this recommendation.

The Government are already taking all possible steps to control and stabilize prices.

The Government accept the need for pursuing schemes of literacy and agree that, generally speaking, an illiterate worker is less efficient than a literate one and that it will be economical, in the long run, if all workers on the railways are literate. Certain measures to secure this end are under consideration in consultation with recognised labour.

It is the policy of the Government of India to associate the representatives of railway workers in the evolution of a labour policy for Indian Government Railways and the settlement of outstanding differences between the railway employees and the administrations.

ITEM NUMBER OF SUMMARY, 36

1. Conclusion and Recommendation.

“In order to co-ordinate the principles and methods that have proved useful and advantageous in other workshops, an officer with considerable workshop experience should be appointed to carry out an investigation in this regard. (PARAGRAPH 81).”

2. Decision.

The recommendation has been accepted in principle.

3. Action and Remarks.

As a preliminary measure, each railway has been asked to depute one Works Manager to go round the workshops on other railways and get himself acquainted with the methods and practices followed there. On conclusion of these visits, their observations will be examined with the object of co-ordinating the principles and methods that are likely to prove useful and advantageous. At that stage, the necessity and desirability of further investigation by a special officer will be considered.

ITEM NUMBER OF SUMMARY, 37

1. Conclusion and Recommendation.

"We recommend that statistics on man-hour basis should be introduced for the different operations. There is no proper costing system in the workshops and its introduction should receive special consideration."

2. Decision.

The recommendation is noted.

3. Action and remarks.

The recommendation is unexceptionable but its implementing bristles with many practical difficulties. The question will be examined in further detail.

ITEM NUMBER OF SUMMARY, 38

1. Conclusion and Recommendation.

"We recommend that priority for steel should be given to the railways and supplies assured to them. If necessary more steel might be imported. Timber is also in short supply. (See item 70 below). (PARAGRAPHS 84-85)."

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

The question of special allotment of steel for the railways has been constantly under discussion with the Ministry of Industry and Supply and at a special meeting of the Central Board of Transport held for the purpose. The following immediate measures have been decided upon:—

- (1) an allotment of 240,000 tons of steel to the Railways would be assured for 1949 and every endeavour made to provide the additional 40,000 tons required.
- (2) when allocations are made for each quarter, the Railway Board would be given an appreciation of the allotment they could expect over the year following.
- (3) the placing of orders for Railway indents would be advanced by a month so that the programme could be better adjusted and deliveries ensured as scheduled. The need for a Railway officer to keep in touch with the Iron and Steel Controller and the industry, to progress the indents of the Railways and watch delivery was accepted.

The question of priority in the supply of timber to railways has also received the best attention of the Ministry of Railways and the Ministry of Industry and Supply and satisfactory liaison exists between the two Ministries and the Government Forest Depots.

ITEM NUMBER OF SUMMARY, 39

1. Conclusion and Recommendation.

“Effective action should be taken to ensure that no delay occurs in obtaining spares. Some of the Ordnance Factories have undertaken railway work; the progress of work should be continually watched.

When conditions return to normal and indigenous sources are increasingly available, railways should offload bulk of the manufacture of spare parts to private sources whenever it is economical to do so (PARAGRAPH 86).”

2. Decision.

The recommendations have been accepted.

3. Action and Remarks.

The Government have already taken energetic action in this direction, which should produce adequate results. *Inter alia* the following may be mentioned :—

- (a) The appointment of a railway liaison officer with the Director General, Industry and Supply, at Delhi, London and Washington.
- (b) Regular meetings between the Railway Board and the Ministry of Industry and Supply, when progress in regard to procurement and supply is recorded.
- (c) The appointment of an officer to investigate the Ordnance Factories' capacity and examine progress of the work in these factories.

ITEM NUMBER OF SUMMARY, 40

* * * *

1. Conclusion and Recommendation.

“The Ministry of Industry and Supply should develop dependable sources for the manufacture of items like bolts, nuts, rivets, etc., which are still manufactured in the railway workshops: non-standard items should, however, continue to be manufactured. (PARAGRAPH 87).”

2. Decision.

The recommendation is not accepted as a part of Government's permanent policy.

3. Action and Remarks.

The policy of the Government is to continue to manufacture a specific percentage of items like bolts, nuts, rivets, etc., in the railway workshops to enable the railways to regulate prices during normal times and increase their production in emergencies.

EXTRACTS FROM- PARA. 88 OF THE REPORT

1. Conclusion and Recommendation.

“We strongly endorse the policy of the Railway Board to concentrate on standardization and to limit the types of rolling stock to the minimum consistent with the needs of traffic operations.

Enormous economies are possible in developing the design of lightweight coaching and goods stock with a view to its adoption on the Indian Railways.

2. Decision.

The Government have noted that the Committee endorse the Board's policy.

3. Action and Remarks.

The standardization and limitation of the types of rolling stock to the minimum consistent with the needs of traffic operation is a policy which the Railway Board has been following for many years past within the physical and practical limitations that govern it.

They are also conducting the necessary research in the development of lightweight coaching and goods stock.

ITEM NUMBER OF SUMMARY, 41

1. Conclusion and Recommendation.

“We recommend that in the present circumstances, the replacement of locomotives should be made on a 40 year basis, subject, however, to rigid condition tests. (See item 75 below). (PARAGRAPH 89).”

2. Decision.

This recommendation is in consonance with the present policy of the Railway Board.

3. Action and Remarks.

The Government observe that the policy now followed by the Railway Board has been fully endorsed by the Committee.

ITEM NUMBER OF SUMMARY, 42

1. Conclusion and Recommendation.

"Special steps should be taken to expedite modifications to Pacific type locomotives without undue delay.

Bulk orders for the remaining new W. P. Class locomotives should be placed only after the engines already received have been fully tested and modifications have proved effective in service (PARAGRAPH 90.)"

2. Decision.

The recommendations have been accepted in principle.

3. Action and Remarks.

Steps have been taken to complete the modifications necessary to the Pacific type locomotives expeditiously.

Before the bulk order for WP engines was placed, extensive tests were conducted on the Proto-types not only on sound but on worn out tracks as well and the results analysed in consultation with the Consulting Engineers. It was found that the results satisfied all the requirements of the Pacific Locomotive Committee's recommendations; and, in fact, the Locomotives were quite safe to be put into service at speed up to 65 miles an hour on track of 80 lb. rails or heavier.

The Indian Railways could not afford to wait for the results of protracted trials in service due to considerable delay that such trials would have involved, but conditions were artificially produced on a locomotive so as to represent the worst possible conditions of wear and lack of maintenance, and tests were carried out with a locomotive in this condition.

ITEM NUMBER OF SUMMARY, 43

1. Conclusion and Recommendation.

“The maintenance of locomotives in running sheds requires to be improved, particularly on some railways. (PARAGRAPH 91.)”

2. Decision.

The comments have been noted.

3. Action and Remarks.

The attention of the Railways has been drawn to the comments.

ITEM NUMBER OF SUMMARY, 44

1. Conclusion and Recommendation.

“On account of the inexperienced supervisory staff, we do not at present recommend any new and large concentration of locomotives in running sheds. (See item 74 below) (PARAGRAPH 92.)”

2. Decision.

The suggestion has been noted.

3. Action and Remarks.

The attention of the Railways has been drawn to the suggestion.

ITEM NUMBER OF SUMMARY, 45

1. Conclusion and Recommendation.

“There is need for intermediate repairs in sheds at the present time. When the present arrears are overtaken, an investigation should be made whether intermediate repairs are at all necessary. (PARAGRAPH 93.)”

2. Decision.

The recommendation has been noted.

3. Action and Remarks.

The attention of the Railways has been drawn to the recommendation.

ITEM NUMBER OF SUMMARY, 46

1. Conclusion and Recommendation.

“The most economical method of loading coal into the tenders of locomotives should be investigated. (PARAGRAPH 94.)”

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

A detailed investigation into the most economical methods of loading coal into locomotive tenders has been undertaken by the Railway Board. A questionnaire to consider the introduction of mechanical loading in each running shed has been issued to the railways.

ITEM NUMBER OF SUMMARY, 47

1. Conclusion and Recommendation.

“Every engine failure should be critically examined and suitable measures taken. In the case of defective designs and persistent unsatisfactory maintenance, steps should be taken to carry out the necessary alteration in design or the possible change in procedure. We recommend the introduction of the “Casualty League” competition in vogue on the B. N. Railway to minimise engine failures. (PARAGRAPH 96).

In view of the shortage of skilled staff, it is imperative to recruit a sufficiently large number of apprentices and to give them a period of combined training in workshops, running sheds and technical schools, as on the G. I. P. Railway. (PARAGRAPH 97.)”

2. Decision.

The recommendations have been noted.

3. Action and Remarks.

The attention of the Railways has been drawn to the recommendations.

ITEM NUMBER OF SUMMARY, 48.

1. Conclusions and Recommendations.

"In the present circumstances, the Chief Mechanical Engineer should be responsible for repairs and maintenance of locomotives in running sheds. We consider that the control of all mechanical work and personnel in running sheds should rest on the Chief Mechanical Engineer. Sir George Cuffie, while agreeing that this is unavoidable at present, is of the opinion that when conditions return to normal and arrears of maintenance have been made up, the Chief Mechanical Engineers should not be responsible for the maintenance and repairs in running sheds and that this responsibility should be completely transferred to the Operating Department." (PARAGRAPH 98).

2. Decision.

The recommendation was accepted in full.

3. Action and Remarks.

The Chief Mechanical Engineers of Railways were made responsible for maintenance of rolling stock *vide* para. 9 of the Board's circular letter No. 48/814/7/M., dated the 5th August, 1948. (It was subsequently decided that action on this item should be taken by the General Managers.)

ITEM NUMBER OF SUMMARY, 49

1. Conclusion and Recommendation.

“To ensure expeditious supply of materials, we recommend that periodic meetings should take place between the Workshops, Stores and District Officers. (PARAGRAPH 99).”

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

A directive has been issued to the Railways drawing their attention to this recommendation and asking them to have periodical meetings of the representatives of Stores, Shops and Sheds to review the position of the supply of materials and spare parts to the sheds, if such meetings are not already taking place.

ITEM NUMBER OF SUMMARY, 50

1. Conclusion and Recommendation.

"Sheds having defective layout and inadequate equipment should be rectified and necessary facilities provided on a programme basis. Running Shed buildings, floors and locomotive yard should be satisfactorily maintained and brightened up by paint and whitewash where necessary. (PARAGRAPH 100)."

2. Decision.

The comments and suggestions made by the Committee have been noted.

3. Action and Remarks.

The attention of the railways has been drawn to the comments and suggestions for necessary action.

ITEM NUMBERS OF SUMMARY, 51, 52

1. Conclusion and Recommendation.

“The railway transport situation in the country is still unsatisfactory. (PARAGRAPH 101.)”

“In spite of the increasing number of locomotives and wagons, the tonnage of goods handled has declined. There has been a large increase in the number of passengers carried, but at the expense of serious overcrowding. The falling off in the railways' ability to move goods traffic at the war-time level is to a large extent due to reduced efficiency and reduced output of work by staff, and partly to a lack of proper initiative, direction and guidance from the top. (PARAGRAPH 102.)”

2. Decision.

The comments have been noted.

3. Action and Remarks.

The attention of the railways has been drawn to the comments made by the Committee.

ITEM NUMBERS OF SUMMARY, 54, 55

1. Conclusion and Recommendation.

"The wagon user as indicated by the turn-round, wagon miles per wagon day, and net ton miles per wagon day, shows considerable deterioration in recent years. If only the standard of wagon user that was achieved in 1944-45, could be maintained during the subsequent years, railways could have moved approximately 20 to 30 per cent. additional traffic. (PARAGRAPH 105).

The principal factors restricting the movement of goods traffic are the inadequacy of facilities at terminals, inordinate delays in marshalling yards, sectional delays, delays at break of gauge transshipment, particularly at interchange points and the restricted capacity on certain sections. (PARAGRAPH 106)."

2. Decision.

The comments have been noted.

3. Action and Remarks.

The attention of the Railways has been drawn to the comments made by the Committee.

ITEM NUMBER OF SUMMARY, 56

1. Conclusion and Recommendation.

“We recommend that in the case of major cities where shortage of terminal capacity is manifest, early action should be taken to review the present and future requirements and to formulate plans for improving terminal facilities. In some cases this may be very expensive, but it must be faced. (PARAGRAPH 107).”

2. Decision.

The suggestions have been noted.

3. Action and Remarks.

The attention of the Railways has been drawn to the suggestions made by the Committee.

ITEM NUMBER OF SUMMARY, 57

1. Conclusion and Recommendation.

We recommend that yard remodelling should be deferred until it has been demonstrated that the available facilities are being efficiently used to capacity and provision of additional facilities will with certainty enable more traffic to be handled.

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

Remodelling of yards is being confined only to those yards where this is considered to be absolutely inescapable for handling traffic.

ITEM NUMBER OF SUMMARY, 58

1. Conclusion and Recommendation.

“Supervisory staff in yards is very often poorly selected and inefficiently trained, and has little chance of further advancement. Movement officers also do not devote sufficient time to study the work-routine in yards. These defects must be rectified. Staff should be selected with care, properly remunerated and their advancement ensured. (PARAGRAPH 109).”

2. Decision.

The recommendations have been accepted.

3. Action and Remarks.

Railways have been asked to make full use of the training schools that have been established or are in the course of being established for the purpose of training staff in yard work. The question of selection of yard staff is, however, complicated, different railways having different avenues of promotion. Detailed consideration will be given by railways to a more effective selection of yard staff, having regard to the method of recruitment and training and the system of working obtaining on the railway.

Railways have been asked to adopt a procedure to ensure regular and periodic inspection of all major yards by the Movement Officers.

While it may not be desirable to adopt rigid rules uniformly applicable on all railways for the promotion of supervisory staff, railways have been asked to prescribe suitable tests for promotion.

ITEM NUMBER OF SUMMARY , 59.

1. Conclusion and Recommendation.

“We suggest that the Class IV staff in a yard should be eligible for promotion to yard number taker's posts provided they are sufficiently literate. (PARAGRAPH 109).”

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

In connection with item 136 of the Summary of recommendations of the I.R.E.C. in which it has been recommended that there must remain regular and wide avenues of promotion to Class III to the deserving men belonging to the Class IV service, it has been decided that Railway Administrations should be permitted to promote suitable Class IV staff to posts in Class III in specific categories where possible without impairing efficiency. Such promotions will be permissible to the extent of 10 per cent. of Class III strength and will be subject only to the condition that the staff concerned should have rendered service for not less than five years in Class IV; there will be suitable relaxations as regards age and educational qualifications for such promotions. Competent Class IV staff will also be permitted to apply for recruitment to Class III vacancies, the age limit only being relaxed. The orders to be issued as a result of this decision will be applicable to Class IV yard staff also.

ITEM NUMBER OF SUMMARY, 61

1. Conclusion and Recommendation.

The reasons for delays to trains *en route* are many and varied. Lack of energy and attention of traffic staff, lack of supervision and poor controlling of traffic are the worst features. Regular analysis of control charts should be made and action taken on the results of the analysis. (PARAGRAPH 111).

2. Decision.

The recommendation has been accepted.

3. Action and remarks.

In fact, the existing practice is generally in accordance with the recommendation. Railway administrations have, however, been asked to note the thoroughness and frequency of the analysis and of the follow-on action.

Marked improvement in train operation is already visible.

ITEM NUMBER OF SUMMARY, 62

1. Conclusion and Recommendation.

“There are 53 break of gauge transshipment points which cause delay to traffic. The reasons are usually labour difficulties, shortage of accommodation, difficulties over ensuring adequate wagons of the required gauge, etc.

We recommend that a small technical committee of senior officers should be set up in three years time to examine the gauge question generally and to make recommendations for gauge conversion with the object of reducing the number of transshipment points. (PARAGRAPH 112).”

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

At the end of three years, as conditions stabilise further, the matter of appointing a special Committee of experts to deal with the gauge question will be taken up.

The railways have, however, been asked to take practical steps as early as possible to eliminate hold ups and to remove congestion at transshipment points. The possibility of cutting down any of the existing transshipment points and reducing the volume of tranship traffic by a revision of the routing arrangements, is also being looked into.

ITEM NUMBER OF SUMMARY, 63

1. Conclusion and Recommendation.

“Stock reports giving all working details relating to goods traffic are summarised and seen by officers every day, but these reports are not always carefully analysed: analysis is required to discover where wagons are being delayed.” (PARAGRAPH 113).

2. Decision.

The recommendation has been accepted.

3. Action and remarks.

The attention of the Railways has been drawn to this suggestion of the committee and they have been asked to arrange for the analysis of stock reports.

ITEM NUMBER OF SUMMARY, 64

1. Conclusion and Recommendation.

“A reduction and standardisation of the load of goods train with the object of increasing speed, thereby improving locomotive utilisation and wagon turnround is not likely to succeed at present.

There are limits to the value of long distance marshalling. We consider that the practice of loading full rakes or half rakes in the coalfields to single destination is to be recommended. (PARAGRAPH 114)”.

2. Decision.

The recommendations have been noted.

3. Action and Remarks.

It is agreed that there are factors operating today which make the application of the principle of shorter load and higher speed of goods trains difficult in practice. While it is conceded that this principle might not be equally satisfactorily applicable to all sections of railways, under suitable conditions and subject to paths being available, quicker movement of wagons and better locomotive utilisation are achievable. For the time being, however, with loco. maintenance difficulties, trains running out of paths, engine failures, etc., the line capacity is often strained, and the full benefit of the system cannot be obtained.

The Board have been practising and encouraging movements in block rakes and half rakes in the coalfields and elsewhere, with good results.

ITEM NUMBER OF SUMMARY, 65

1. Conclusion and Recommendation.

"The suggestion to mark up the carrying capacity of wagons is not advocated. (PARAGRAPH 115)."

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

During 1943, instructions were issued as a wartime measure that wagons might be loaded in excess of the marked carrying capacity subject to certain restrictions, up to 1 ton on the B. G. and $\frac{1}{2}$ ton on the M. G. (per 4 wheeler). In December 1947, in view of the wagon shortage in the collieries, it was decided that, as a temporary measure and subject to journal size limitations, B. G. coal wagons might be loaded upto 2 tons above the marked carrying capacity. This overload was just acceptable on mechanical considerations.

There is no proposal for marking up the carrying capacity of wagons or for further increase in the loading limits. The overloading now permitted would continue only so long as the wagon situation is unsatisfactory.

ITEM NUMBER OF SUMMARY, 66

1. Conclusion and Recommendation.

The practice of nominated loading should be extended. (PARAGRAPH 116).

2. Decision.

The recommendation is accepted.

3. Action and remarks.

Railways have been instructed to implement it as far as practicable.

ITEM NUMBER OF SUMMARY, 67

1. Conclusion and Recommendation.

“Scheduling of goods trains by itself is not a panacea for all ills, but we consider that there is a good case for extending the practice. (PARAGRAPH 117)”.

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

It is agreed that the time tabling, and adherence to it, of goods trains helps substantially in increasing the line capacity. This principle has been accepted by railways, but it has not been possible yet to work out goods train time tables at average passenger train speeds, though in particular cases, railways have found that express goods trains scheduled scientifically and keeping parallel charts with passenger trains can reduce precedence and crossing detentions, especially on single line sections.

ITEM NUMBER OF SUMMARY, 68

1. Conclusion and Recommendation.

“To secure a good general standard of maintenance it is recommended that neutral control stations should be located at points where large numbers of wagons are dealt with daily, and where adequate repair facilities exist, but not necessarily at interchange junctions. (PARAGRAPH 118).”

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

The General Secretary, Indian Railway Conference Association, has been authorised to nominate Neutral Control Stations at suitable points. These points are being selected in consultation with the railways.

ITEM NUMBER OF SUMMARY, 69

1. Conclusion and Recommendation.

“The increase in passenger traffic has been accompanied by very serious overcrowding, caused mainly by shortage of passenger rolling stock. (PARAGRAPH 119).”

2. Decision.

The conclusion has been noted.

3. Action and Remarks.

A similar conclusion has been noted in item 26 of the Summary. In this connection, remarks against that item may be noted.

ITEM NUMBER OF SUMMARY, 70

1. Conclusion and Recommendation.

"We recommend that the provision of steel for carriage underframes and body construction should receive the highest priority even at the expense of wagon construction. (See item 38 above). (PARAGRAPH 120)."

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

A similar recommendation has been made by the I. R. E. C. in item 38 of their Summary. As explained against that item, certain immediate measures have been taken to secure almost the full quota of the railways' steel requirements.

ITEM NUMBER OF SUMMARY, 71

1. Conclusion and Recommendation.

"The increase in passengers carried on the electrified suburban trains on the B. B. & C. I., G. I. P. and S. I. Railways has been startling. This indicates great possibilities of multiple-unit electric trains for intensive suburban traffic. (PARAGRAPH 121)."

2. Decision.

The comments have been noted.

3. Action and Remarks.

The Railways are already aware of the great possibilities of multiple-unit electric trains for intensive suburban traffic. These are extensively used in the Bombay and Madras areas. The introduction of electrification in the Calcutta area, which is under consideration, will make it possible to extend the use of these trains to serve Calcutta.

ITEM NUMBER OF SUMMARY, 72

1. Conclusion and Recommendation.

"Punctuality of passenger trains has definitely suffered during the war and the postwar period. The main reason is that there has been a serious falling off in the energy and application shown by staff of all ranks, including supervisory and superior.

The first essential is to restore a reasonable degree of punctuality and to increase the train services so as to reduce overcrowding. Efforts should be made gradually to revert to the 1939 speeds." (PARAGRAPH 122).

2. Decision.

The recommendation has been noted.

3. Action and remarks.

The deterioration in the punctuality of passenger trains was attributable to a number of factors including the quality of contribution by the staff, factors which were mainly the result of the conditions brought about by the War.

With the overall betterment of the conditions and railway operation, there has been a marked improvement already in the punctuality, the number of train services and their overall transit time. In some cases the speeds are in fact comparatively better than the 1939 level.

Steps will of course continue for further improvement.

ITEM NUMBER OF SUMMARY, 73. PART

1. Conclusion and Recommendation:

Careful selection of Controllers is essential.

2. Decision:

The recommendation has been accepted.

3. Action and Remarks:

Instructions have been issued to Railway Administrations stressing the need for better selection and training of Controllers. Emphasis has also been laid on the point that it is an important part of the Movement and Power Officer's duties to understand the problems of and to guide Controllers in the correct performance of their duties under working conditions. The Railway Administrations have been asked to bring this duty particularly to the notice of the officers.

ITEM NUMBER OF SUMMARY, 75

1. Conclusion and Recommendation.

We recommend that, except in special circumstances, replaced engines should be withdrawn. Most of these engines are old and expensive to maintain. (See item 41 above.) (PARAGRAPH 125).

2. Decision.

The recommendation has been accepted.

3. Action and remarks.

It was decided by the Railway Board that action on this item should be left to be taken by the Railways, the Board keeping a watching brief. The Board have already stressed this point with the Railways and are keeping a watch on the scrapping of locomotives. No further action is, therefore, called for.

ITEM NUMBER OF SUMMARY, 76

1. Conclusion and Recommendation.

“The quality of coal supplies to railways in recent years has deteriorated and each shed is receiving coal from a large number of collieries.

We agree with the recommendations of the Indian Coalfields' Committee that the use of good coking coal should be restricted on Railways, subject to the proviso that this change over is gradual and not sudden and premature.

Non-coking coal supplied must be of good quality. Railways can at present make very little use of Grade III Coal. Modifications are, however, being prepared for locomotives designed to burn low-grade coal. (PARAGRAPH 126).”

2. Decision.

The recommendations have been accepted.

3. Action and Remarks.

The attention of the Ministry of Industry and Supply has been drawn to the deterioration in the quality of coal supplied to the railways. They are taking suitable measures to improve the situation.

The subject of restricting the use of good coking coal on railways has been under the consideration of the Board for some considerable time. The Board have already accepted the recommendation of Indian Fuel Economy Committee to surrender their demand for coking coals and accept 100 per cent of their supplies as non-coking coals provided their calorific value and ash contents were comparable with those of the coking coal replaced.

ITEM NUMBER OF SUMMARY, 77

1. Conclusion and Recommendation.

“There appears to be a case for further experiments with oil-burning locomotives on Railways which serve ports and are at a long distance from the coal fields.” (PARAGRAPH 127).

2. Decision.

It was accepted that the economics of burning oil in locomotives should be examined in detail.

3. Action and remarks.

After a thorough examination it has been decided that the experiment of conversion of locomotives from coal to oil burning should not be extended nor should there be a programme of reconversion for another year.

ITEM NUMBER OF SUMMARY, 78

1. Conclusion and Recommendation.

Recommended that a system similar to that followed by the Nizam's State Railway for checking fuel consumption should be adopted on all Indian Government Railways. (PARAGRAPH 128).

2. Decision.

The Board agree with the necessity for the introduction on all Railways of a suitable system for checking fuel consumption.

3. Action and remarks.

The action on this item was left to be taken by the Railways, the Railway Board keeping a watching brief on it. The question was recently discussed in detail at the 3rd Meeting of the Indian Railway Fuel Committee held in Delhi from the 5th to the 8th December 1949, who have proposed that a Sub-Committee be formed with representatives of the G.I.P., N.S., and S.I. Railways, to evolve a system of fuel control for adoption on Railways.

ITEM NUMBER OF SUMMARY, 79

1. Conclusion and Recommendation.

"We recommend the preparation of I. R. S. drawings for all double-wire components. This will enable Railways either to manufacture their own double-wire equipment or call for tenders in the open market.

We also recommend the attachment to the Board's office of an experienced Signal Engineer, capable of examining signal and inter-locking schemes, for advising the Board.

We also recommend the deputation of Indian Signal Officers to study Signalling and Interlocking work on the continent of Europe. Indian Signalling practice has in the past followed British practice too closely.

Improvement in Telecommunication is being pressed forward as recommended by the Inglis Appleton Mission. (PARAGRAPH 129)."

2. Decision.

The recommendation regarding the preparation of drawings for double-wire components and other signalling equipments, has been accepted. The recommendations regarding the appointment and deputation of signal engineers have also been accepted in principle. The last recommendation has been noted.

3. Action and Remarks.

The Signalling and Interlocking Standards Committee have been entrusted with the task of standardization of Signalling components.

As only a few signalling schemes have been sanctioned for 1948-49 and 1949-50, there is no need to attach a signal officer with the Railway Board at present. Advice on any scheme that may be necessary will be obtained from the Signalling and Interlocking Standards Committee.

The Board support the idea of deputing Indian Signal Officers to study abroad, but other compelling considerations, including shortage of signalling officers, do not permit this to be done now.

The attention of the railways has been drawn to the recommendation in regard to the improvement in Telecommunication.

ITEM NUMBER OF SUMMARY, 80

1. Conclusion and Recommendation.

We recommend that the whole subject of the General Rules should be approached from first principles and a Committee should be appointed to evolve a new Rule Book which will not only contain all orders necessary to secure safety but will also point the way for the future development of systems of working and signalling on progressive lines. (PARAGRAPH 130).

2. Decision.

The recommendation has been accepted.

3. Action and remarks.

A General Rules Revision Committee, consisting of Mr. Sidney Smith, Chief Traffic Manager, South Indian Railway, and Mr. R. N. Sinha, retired Deputy Chief Engineer (Signals), East Indian Railway, has been appointed. It started functioning with effect from the 25th July, 1949, and is expected to complete its work by the end of the current financial year, *viz.*, 1949-50.

ITEM NUMBER OF SUMMARY, 82

(First two sub-paras.)

1. Conclusion and Recommendation.

“82. Public Relations Officers (P.R.Os) should be selected from among suitable railway officers and special training given to them, rather than attempt to recruit officers who have Press experience and then try to teach them the railway side of their work.

We consider that the P.R.Os should be attached to Commercial Departments and their energies should not side-tracked on extraneous work. We are not satisfied that adequate justification exists for one P.R.O. in the Junior Administrative Grade (with two other officers) at each of the centres, Bombay, Calcutta and Madras; one senior scale officer with each railway should be sufficient for the present. We see no need for an expansion of the organisation in the Railway Board's office. (PARAGRAPH 132).”

2. Decision.

In regard to the recommendation regarding selection of P.R.Os., Government have decided that the selection should not be limited to railway officers only and that there should be no objection to securing the services of capable journalists and giving them some training on railways.

2. Government have accepted the recommendation regarding the abolition of the Junior Administrative posts at the Bombay, Calcutta and Madras Centres but have decided that joint offices should continue with a senior scale officer in charge of each. Government have also decided that only a Deputy Director should be retained in the Board's office for Public Relations work.

3. Action and remarks.

The post of Joint Director, Public Relations, in the Board's office has been abolished with effect from 1-5-49 and the revised set up of the Public Relations Organisation on railways has been brought into force from 1-9-1949.

ITEM NUMBER OF SUMMARY, 82 (Last sub-para.)

1. Conclusion and Recommendation.

The practice of General Managers and Commercial Heads, meeting members of the Trade and Industrial Association is to be commended. (PARAGRAPH 132).

2. Decision.

The Government have accepted the recommendation.

3. Action and remarks.

The Government have accepted the recommendations of the Indian Railway Enquiry Committee that there should be close contact between the General Managers and Chief Commercial Managers on the one hand and Trade and Industrial Associations on the other. The necessity for such close contact has long been appreciated and General Managers and Chief Commercial Managers of Railways are members of the more important Chambers of Commerce and not infrequently serve on sub-committees concerned with railway matters.

To ensure improvement in this connection wherever it may be necessary, and the maintenance of effective relations where these already exist, the Government of India have issued a directive to all Railway Administrations.

ITEM NUMBER OF SUMMARY, 82 (Part)

1. Conclusion and Recommendation.

Letting out of advertisements space should be more fully exploited.

2. Decision.

This has been accepted by Government.

3. Action and remarks.

Railways have recently done a great deal in this connection. A Conference of Public Relations Officers was convened by the Board in January 1950 to review the tariff and policies regarding the sale of advertising space by Railway Administrations. Board's orders on the recommendations of this Conference have been communicated to the Railways.

ITEM NUMBER OF SUMMARY, 83

1. Conclusion and Recommendation.

We understand that the Railway Board have decided that the Indian Government Railways should all introduce Rate Registers and we trust that this work will be energetically pursued.

2. Decision.

The recommendation should be noted.

3. Action and remarks.

Government examined this question in detail and decided in May 1949 to defer action for one year for conditions to stabilise after the introduction of the new rates structure. The question was reviewed in November 1949 but in view of financial stringency, it was decided further to postpone the scheme.

ITEM NUMBER OF SUMMARY, 84

1. Conclusions and Recommendations.

"The complaints against the old rating structure have been removed to a large extent by the introduction of the new telescopic class rates and wagon rate schedules from 1st October 1948. Subject to certain limitations, railways can still quote station-to-station rates. The problem of the relation between Owner's Risk and Railway Risk rates has not yet been adequately handled.

The success or failure of this new experiment can be gauged by the number of special rates that railways will still find it necessary to quote." (PARAGRAPH 134).

2. Decision.

The suggestion should be given due consideration.

3. Action and Remarks.

The Indian Railway Enquiry Committee also suggested that the question of what should be the difference between the O.R. and R.R. rates for the various commodities might be considered by the newly formed Railway Rates Tribunal. The policy of eliminating alternative owner's risk rates to the greatest extent possible has been adopted. The difference between O.R. and R.R. rates has also been brought on a more rational footing. The matter is under further examination by Government in the light of the difference between O.R. and R.R. rates in other countries and in India, and action will be taken as found necessary as a result of this examination.

ITEM NUMBER OF SUMMARY, 85

1. Conclusion and Recommendation.

The shortest distance principle governs the routing of traffic subject to the weightage of 75 miles for each break of gauge; this allowance might well be higher.

2. Decision.

The recommendation of the I.R.E.C. is accepted and necessary investigation ordered.

3. Action and remarks.

Whether, in actual practice, the weightage of 75 miles for each break of gauge transshipment prescribed in the existing rules for routing of traffic is sufficient to divert traffic to the most economical route is a matter which only experience can decide. The Commercial Committee of the Indian Railway Conference Association are making an investigation and action as found necessary will be taken as the result of the investigation is available.

ITEM NUMBER OF SUMMARY, 86

1. Conclusion and Recommendation.

"The question of the level of rates and fares is a matter for Cabinet consideration, and we, therefore, do not comment on it. (PARAGRAPH 136)."

2. Decision.

The observation has been noted.

3. Action and Remarks.

The observations of the Committee accord with the present practice.

ITEM NUMBER OF SUMMARY, 87

1. Conclusion and Recommendation.

The level of season ticket fares in the Bombay area is low.

2. Decision.

The observations of the Indian Railway Enquiry Committee should be noted.

3. Action and remarks.

Class I suburban fares have been standardised resulting in an increase in the Class I Suburban ticket fares previously applicable in the Bombay area. Rationalisation of Class III suburban fares has been deferred for the present as it will involve considerable enhancement in fares. It has been decided to undertake this after a detailed examination of all implications.

ITEM NUMBER OF SUMMARY, 88

1. Conclusion and Recommendation.

"While we agree in principle with the advisability of reducing the number of passenger classes from four to three, we consider that it would have been wiser to defer this change, proposed from 1st January 1949, until Railways have some spare stock in hand. The change involves the burdening of the shops with additional work which is most undesirable at present. (PARAGRAPH 138)."

2. Decision

The recommendation to defer this change has not been accepted.

3. Action and Remarks.

As the change-over has already been effected, further comment is unnecessary.

ITEM NUMBER OF SUMMARY, 89

1. Conclusion and Recommendation.

(a) We support the principle of having one freight rate scale for coal for the whole of India, and the effect of the new scale introduced from 1st September 1948, should be watched.

(b) We suggest that it would not be unreasonable to add an additional charge of 4 annas per ton when open wagons are supplied for coal loading at the request of the individual colliery.

2. Decision.

(a) The Indian Railway Enquiry Committee's suggestion that the effect of the new scale of rates for coal be watched, should be noted for necessary action.

(b) The suggestion should be examined.

3. Action and remarks.

(a) At present a uniform scale of rates applies to coal over all Railways in India who have been asked to advise us of its effect.

(b) The suggestion was examined in consultation with the Ministry of Industry and Supply who did not favour it for the following reasons:—

(i) The incentive to instal mechanical screening and loading plants, which has the undermentioned advantages over hand-screening and manual loading, will be reduced:—

(a) considerably quicker loading and turn round of wagons; and

(b) better and more efficient sizing and preparation of coal for consumers.

(ii) The consumer will naturally demand supply in covered wagons. This would give an unfair advantage to the smaller collieries which do not possess mechanical screens and loading plant and would result in deterioration in the quality of loading and output.

(iii) Any saving to the collieries by the use of open wagons is more than off-set by the following:—

(a) capital cost and running maintenance cost of the plants; and

(b) labour costs due to double handling in loading into covered wagons when open wagons are not supplied.

It has, therefore, been decided that the same rates should apply to covered as well as open wagons.

ITEM NUMBER OF SUMMARY, 90

1. Conclusion and Recommendation.

When special types of wagons are provided for traffic, it is desirable that the rates charged for such traffic should be examined, to see whether the cost of providing special wagons is adequately covered.

2. Decision.

The recommendation was accepted by Government.

3. Action and remarks.

The desired examination was made by the Commercial Committee of the Indian Railway Conference Association as a result of which they consider that the existing level of charges adequately covers the cost of providing special types of wagons. Government have agreed with the views of the Association.

ITEM NUMBERS OF SUMMARY, 91 AND 92

1. Conclusion and Recommendation.

“(91) For the prevention of claims the remedies are better organisation at stations, better training and supervision of the staff concerned. Provision of Ellis locks and careful riveting give a greater degree of protection. Wagon design should be altered where necessary so as to make wagons more “thief-proof” than they at present are.

To improve claims disposal, it may be of assistance temporarily to draft officers from the Accounts Branch. We do not favour decentralisation of claims work.

The Convention that claims within certain limits can be settled by the railway receiving the claim without reference to the other railways, should be re-examined as soon as conditions permit.

Where a suit for claim is filed, and the administration considers that the ground is good for repudiating the claim, such suits must be properly defended.”

(92) “Whole-time law officers would in many cases be advantageous and justified.”

2. Decision.

The recommendations have been accepted by Government.

3. Action and remarks.

Just before the receipt of the I.R.E.C.'s report, a most detailed directive on lines similar to those suggested by the Committee had been issued to Railways as a result of which an intensive claims prevention campaign is being carried out by them. Government are keeping a constant watch on its progress.

Some Railways already have wholetime law officers, and this is permitted wherever justification can be established. In essence, the existing policy is in line with the recommendations of the I.R.E.C.

ITEM NUMBER OF SUMMARY, 98

1. Conclusion and Recommendation.

We recommend that railways should devote greater attention to the subject of quick transit of goods in smalls. (PARAGRAPH 143).

2. Decision.

The recommendation is accepted

3. Action and remarks.

The Railways have been apprised of this and the question of exploration of ways and means to speed up transit of 'smalls' continues to receive their attention. The running of special trains between long distance terminals and the development of the system of nominated loading are aimed at securing this objective.

ITEM NUMBER OF SUMMARY, 94

1. Conclusion and Recommendation.

"As parcels traffic is likely to decline, no immediate enquiry as to the facilities required is necessary, but later a survey of the terminal facilities would be useful." (PARAGRAPH 144).

2. Decision.

The recommendation has been noted.

3. Action and remarks.

There is at present no proposal for a general enquiry regarding the facilities necessary for parcels but the case of individual stations is dealt with on merits. When conditions are stabilised, the suggestion regarding survey of terminal facilities will be considered.

ITEM NUMBER OF SUMMARY, 95

1. Conclusion and Recommendation.

"The Registered Transit System—The Green Arrow—might be introduced later on sections with adequate control and telecommunication. (PARAGRAPH 145)."

2. Decision.

The recommendation has been noted.

3. Action and remarks.

The Board accept the position indicated by the Railways as summarised below :

On the larger Railways, apart from the fact that the parcels traffic which had assumed abnormal proportions because of the past difficulty in the movement of goods traffic has not yet resumed its normal disposition, the Railways can ill afford, at present, to burden their already fully strained telecommunications as will have to be the case with the introduction of the Registered Transit system. In the circumstances, it is considered that time is not yet ripe to implement the I. R. E. C.'s recommendation even as an experimental measure.

The Assam and South Indian Railways are, however, investigating the feasibility of adoption of the system.

ITEM NUMBER OF SUMMARY, 96

1. Conclusion and Recommendation.

We recommend that action should be taken to develop gradually a suitable Collection and Delivery service on a large scale.

2. Decision.

The recommendation was accepted by Government.

3. Action and remarks.

Railways are already taking action on the lines recommended by the I. R. E. C. in accordance with the policy enjoined on them by the Railway Board, *viz.*, that Collection and Delivery services should be developed.

ITEM NUMBER OF SUMMARY, 97

1. Conclusion and Recommendation.

We do not consider that the time has yet come for extensive use of refrigerator vans. (PARAGRAPH 147).

2. Decision.

The recommendation is accepted.

3. Action and remarks.

The question of extension of refrigerated rail transport, as and when the conditions warrant, will continue to receive the attention of the Railway Administrations.

ITEM NUMBER OF SUMMARY, 98 (Part)

1. Conclusion and Recommendation.

We recommend that departmental catering should be built up with caution and should be regarded as a long term development.

2. Decision.

The recommendation has been accepted by Government.

3. Action and remarks.

Instructions have been issued to Railways that departmental catering need not be extended at present, but that the position should be reviewed annually.

ITEM NUMBER OF SUMMARY, 98 (Part)

1. Conclusions and Recommendations:

The present practice of referring questions concerning catering to the Central Advisory Council, with a view to standardisation should be modified, and greater discretion left to individual administrations, acting in consultation with their Local Advisory Committees.

2. Decision.

The recommendation has been accepted with certain modifications.

3. Action and remarks.

Government have decided that such matters of local interest as the type of food to be supplied in a particular area be settled by the individual Railways in consultation with their Local Advisory Committees and that questions of broad policy such as departmental or contract catering, basis of the award of contracts, prohibition, etc., should continue to come before the Central Advisory Council for Railways.

ITEM NUMBER OF SUMMARY, 99

1. Conclusion and Recommendation.

"The check of the ticketless traveller who deliberately attempts to evade payments is the most difficult. It involves structural alterations to stations, improvement in the system of checking the ingress and egress of the passengers, and removal of overcrowding on the trains.

The penniless traveller is not strictly a direct source of loss to the railways, but with better system of checking he disappears.

A good deal of ticketless travelling arises through the inefficiency of railway arrangements; better system of issue of tickets, better supervision, will help to reduce this class of ticketless traveller. (PARAGRAPH 149)."

2. Decision.

The recommendations have been accepted.

3. Action and Remarks.

Active steps to combat the activities of the traveller, who deliberately attempts to evade payments or the penniless, have long been a feature of railway working. Where possible and necessary, palisade fencings at stations have been extended; watchmen have been posted at unauthorised entrances and exits; a large number of additional staff have been appointed to strengthen the ticket checking arrangements at stations; additional travelling checking squads have been provided, and in conjunction with the States Governments, arrangements have been made for magistrates to hold courts at important stations for the purpose of dealing on the spot with illegal travel.

A good deal of ticketless travelling also arises through the inefficiency of railway arrangements and this category of traveller is largely a product of the war. The importance of attending to these matters is fully appreciated by the railways; structural alterations to stations can only be undertaken as materials become available and the pressure of other important work permits; a reduction of overcrowding must depend on the availability of rolling stock. Nevertheless, a great deal has already been accomplished and railways are not relaxing their efforts.

ITEM NUMBER OF SUMMARY 100.

1. Conclusion and Recommendation:

"We recommend that the majority of the members of the Central Advisory Council should be chosen by Commercial and Industrial Associations and there should be direct representation of rural interests and of the travelling public. There should be 12 members excluding the Chairman and six meetings in a year, and not necessarily always in Delhi.

We also suggest that nine out of the twelve members of each of the Local Advisory Committees should be representatives of Chambers of Commerce or Industrial and Travellers Associations. The size of the Committee should not be increased. The representation of the Central Advisory Council on the Local Committees should be dropped. There should be six meetings in a year. (PARAGRAPH 150)."

2. Decision:

The recommendation, so far as it relates to the composition of the Central Advisory Council, is under consideration that relating to the composition of the Local Advisory Committees has been accepted in a modified form.

3. Action and Remarks:

The question of the future form of the machinery for consulting the Parliament is under consideration along with the question of the regrouping of railways.

The re-organisation of the Local Advisory Committees has been considered by Government, in consultation with the Central Advisory Council, and it has been decided that—

(i) the revised constitution of the Local Advisory Committees should be as follows:—

- 2 Provincial representatives nominated by the State Government, or one for each State Government, whichever is larger;
 - 2 elected representatives of State Legislature, or one representative of the Legislature of each State, whichever is larger;
 - 3 representatives of Chambers of Commerce as recommended by State Governments;
 - 2 representatives of Passengers Associations recognised by Railway Administrations and elected by the executives of the Associations;
 - 1 representative elected by the Central Advisory Council for Railways;
 - 1 representative to represent special interests not otherwise represented and nominated by the Administrations;
- and the General Manager of the Railway.

(ii) Meetings will be held as often as necessary, subject to a minimum of four meetings in a year.

ITEM NUMBER OF SUMMARY, 101

1. Conclusion and Recommendation.

“Although the problem of rail-road competition is not an urgent matter now, it is likely to become so in the future. Railways are being offered shares in the various road transport concerns, but the control is almost wholly with the Provinces. We are not sure that this would prove effective. The degree of control by the Union Government on the Provincial Road Transport system requires serious consideration. (PARAGRAPH 151).”

2. Decision.

The recommendation has been noted.

3. Action and Remarks.

The attention of the Indian Government Railways has been drawn to the recommendation, and they have been asked to keep a watch over the situation. The attention of the Ministry of Transport has also been drawn to this recommendation with the request to consider whether the present legislation regarding motor vehicles is adequate.

ITEM NUMBER OF SUMMARY, 102

1. Conclusion and Recommendation.

“Inland water transport is a problem for the Union Government and suitable steps to control this in and out of Calcutta should be taken. (PARAGRAPH 152)”.

2. Decision.

The recommendation has been accepted in principle.

3. Action and Remarks.

The partition of Bengal and the inclusion of East Bengal in Pakistan has cut asunder the vast network of river transport services in North Eastern India and has thrown up a number of problems, a decision on which can be taken only after the factual position is clearly and precisely known. The States Governments of West Bengal, Bihar and Assam have been asked to expedite the submission of the required data. From the long-term point of view, any co-ordinated development must await the establishment of a through navigational route between Calcutta and the Ganga, such as the Ganga Barrage Scheme, under investigation.

With the introduction of the new constitution, which provides for the declaration of certain waterways as National Waterways which will be under the control of the Centre, the Central Government will play an important part in the matter of regulation, control and development of inland waterways. It has been decided to have a survey of Inland Transport facilities and possibilities.

ITEM NUMBER OF SUMMARY, 104

1. Conclusions and Recommendations.

“Development of *mela* traffic with careful planning and preparation is a very useful source of revenue.”

2. Decision.

The recommendation has been accepted by Government.

3. Action and remarks.

The recommendation has been kept in mind and as soon as the stock and power position improves, a vigorous drive will be started to develop *mela* traffic.

ITEM NUMBER OF SUMMARY, 105

1. Conclusion and Recommendation.

“The strength necessary for the Railway Protection Police should be periodically reviewed. The question of allocation of expenditure is a subject for negotiation between the Centre and the Provinces. (PARAGRAPH 155).”

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

The strength of Railway Protection Police is reviewed at the time of its sanction. The sanctions are generally given for short periods and therefore, review of its strength is frequent.

The question of allocation of expenditure on Railway Protection Police is under reference with the Home Ministry. The subject is also under correspondence between the Centre and the States.

ITEM NUMBER OF SUMMARY, 107

1. Conclusion and Recommendation.

“It is not possible to produce any satisfactory formula for the justification or otherwise of an electrification project owing to the large number of variables involved, but generally speaking our view is that there is scope for the extension of electrification on the Indian Railways, with due regard to financial considerations and to the ‘Terminal Problem.’ (PARAGRAPH 157.)”

2. Decision.

The comments have been noted.

3. Action and Remarks.

The Government are aware of the scope for extension of electrification on the Indian Railways and they are examining four large schemes of electrification.

ITEM NUMBER OF SUMMARY, 108

1. Conclusion and Recommendation.

“We recommend that a Joint Committee should draw up a further list of items available locally, for which the powers of purchase should be decentralised to the railways. (PARAGRAPH 160).”

2. Decision.

The recommendation has been accepted in principle.

3. Action and Remarks.

The Director General of Industry and Supply has two Regional Purchase Organisations in Bombay and Calcutta under Regional Directors and these organisations have purchase powers to the extent of Rs. 2 lakhs each. They are fully aware of the existing market conditions and the capacity of the various firms located in their region.

The railways can place their indents directly on the Regional Directors, who are, generally speaking, in a position to purchase in the local market more expeditiously and favourably than the railways themselves.

A large number of items have already been decentralised for purchase through the Regional Directors and the list is being constantly reviewed with the object of decentralizing still more items.

ITEM NUMBER OF SUMMARY, 110

1. Conclusion and Recommendation.

“We do not consider that time has arrived for the suspension of the “Chasing” organisation of the Controller of Railway Supplies.

The cost of the Stores Organisation on railways has increased out of all proportion to the increase in work; and we, therefore, recommend an immediate job analysis on all railways. (PARAGRAPH 162).”

“We also recommend that quarterly joint meetings be held of the Railway Controllers of Stores, representatives of the Industry and Supply Ministry and the Railway Board. (PARAGRAPH 162).”

2. Decision.

The recommendations have been accepted.

3. Action and Remarks.

During the war an organisation for the examination, progressing and bulking of railway indents was set up under the Controller of Railway Supplies, (C. R. S.) and this continued up to August, 1948. The Board were not altogether satisfied with the efficiency of this organisation and considered that the appointment of a Liaison Officer working under the Board, whose principal duty would be to watch the progress of railway indents, would be an improvement. Part of the old organisation of the C. R. S. was, therefore, merged with that of the Director General, Industry and Supply; the Liaison Officer being responsible only for watching the progress of indents. This system has proved effective and will be continued for the present.

Railways have been asked to undertake a job analysis of the stores organisation simultaneously with examining the possibilities of simplifying stores procedure.

Periodical meetings of the Railway Board, Railway Controllers of Stores and the representatives of the I. & S. are being held at intervals of 3 to 4 months at Delhi, Bombay and Calcutta.

ITEM NUMBER OF SUMMARY, 111

1. Conclusion and Recommendation.

Stress the need for simplification of the stores procedure on Railways.

Stress the need for appreciably reducing stores balance. (PARAGRAPHS 163 & 164).

2. Decision.

Recommendation accepted by the Board.

3. Action and Remarks.

Instructions have been issued to the railways to make a job analysis along with the examination of the possibility of simplifying the stores procedure. Orders will be issued after an examination of Railways' recommendations.

The reduction of stores balances is a subject which is under constant review by General Managers and the Board. All railways have been instructed to take steps to reduce, where possible, the stores balances. Where parts are produced in the Railway workshops, the stores balance will have to take into account the need to utilise the capacity to the full.

ITEM NUMBER OF SUMMARY, 112

1. Conclusion and Recommendation.

“The Financial position on the Railways cannot be considered satisfactory. (PARAGRAPH 165).”

2. Decision.

The conclusion has been noted.

3. Action and Remarks.

A similar conclusion has been given under items 1 & 2 of the Summary. Please see remarks against these items.

A Convention Committee has been set up by Parliament to go into the question of the revision of the present procedure relating to the Depreciation Fund, Contribution to General Revenues and similar matters.

ITEM NUMBER OF SUMMARY, 113

1. Conclusion and Recommendation.

"We consider that it is desirable to have in the Finance Branch of the Railway Board a separate unit whose primary duty would be to explore constantly means for improving the earnings.

We urge greater care in arriving at the estimated cost of schemes put up for sanction. (PARAGRAPH 166)."

2. Decision.

The recommendation in the first sub-para. is not accepted.

The suggestion in the second sub-para. is noted.

3. Action and Remarks.

The exercise of greater care in the preparation of estimates has again been emphasised to Railways.

ITEM NUMBER OF SUMMARY, 114

1. Conclusion and Recommendation.

“The Financial Adviser of the individual Railways should be entrusted also with the duty of advising on the development of earnings and should be provided with the necessary staff and other facilities. (PARAGRAPH 167).”

2. Decision.

The recommendation has been noted.

3. Action and Remarks.

Financial Advisers are already associated with proposals for the development of traffic. Any change in the existing set-up could more appropriately be considered when the pattern of finance organisation comes up for review in connection with the scheme of integration of Indian Railways.

1. Conclusion and Recommendation.

“To ensure the efficiency of the Financial Adviser and Chief Accounts Officers (F. A. & C. A. Os.), relief might be given to the Financial Commissioner, Railways, so that he could tour more frequently and keep closer contact with them.

“With the object of improving the machinery for Financial Advice and Control, with which we are in full agreement, the Railway Board have decided to bring into existence ultimately on each railway a separate Finance Branch. We do not think that this is necessarily a pre-requisite to sound financial advice. To save additional expenditure, we consider that the question of a change in the organisation best suited for each railway might well be left to the railways themselves.

“Under the proposed reorganisation, it would be laid down that the approval of the Financial Adviser should be obtained before the General Manager can give effect to any scheme affecting the finances of the railway. This should not be enforced.

“We further suggest that a collective financial survey should be made annually by the F. A. & C. A. Os. (PARAGRAPH 167).”

2. Decision.

The recommendation in the first sub-para. is not accepted. The suggestion in the second and third sub-paras. is noted. The recommendation in the last sub-para. is accepted in principle.

3. Action and Remarks.

The question of strengthening the financial control on railways is under examination.

ITEM NUMBER OF SUMMARY, 116

1. Conclusion and Recommendation:

“Costing.—Successful Financial Control demands that each and every activity of the Railway, particularly those in the Workshops, should be costed scientifically. We suggest that steps be taken to introduce scientific costing system in the Railway Workshops. (PARAGRAPH 168).”

2. Decision.

The recommendation is accepted in principle.

3. Action and Remarks.

A cost accounting unit on modern lines is being set-up at the Locomotive Manufacturing Works, Chittaranjan. The feasibility of extending the system to other workshops will depend upon experience gained, availability of trained staff, etc.

ITEM NUMBER OF SUMMARY, 118

1. Conclusion and Recommendation.

“We consider that the Budget work in the Railway Board’s Office should be transferred from the control of the Director of Accounts to the Director of Finance. (PARAGRAPH 169).”

2. Decision.

The recommendation has been accepted in principle.

3. Action and Remarks.

It has been accepted that Budget work is the responsibility of the Finance Organisation of the Railway Board’s Office, and this has been affirmed in changing the designation of Director, Accounts to Director, Finance (Budget), in consonance with the scope of his duties. Having regard to the close co-ordination that exists between Finance (Expenditure), and the Budget and Accounts Branches of the Board’s Office, it has not been considered necessary to make any redistribution of the work as between the two Directors. Further, the Director, Finance (Budget) is being increasingly associated with the financial schemes through monthly progress reports received by him from the Financial Advisers and Chief Accounts Officers, which have recently been prescribed.

ITEM NUMBER OF SUMMARY, 119

1. Conclusion and Recommendation.

"Separation Convention.—Owing to the uncertain factors involved in the present situation, the existing method of making *ad hoc* contribution to the general revenues has to continue, until the future position of the railways can be estimated with greater definiteness. (PARAGRAPH 170)."

2. Decision.

Government are unable to accept the recommendation.

3. Action and Remarks.

A Committee of the House was appointed in April 1949 to review the Separation Convention of 1924 and a new Convention was adopted by the House on the 21st December 1949. In accordance with this a dividend of 4 per cent. on the capital invested in the Railway Undertaking will be paid to General Revenues in each year of the quinquennium commencing from 1950-51.

ITEM NUMBER OF SUMMARY, 120

1. Conclusion and Recommendation.

“We strongly recommend that no outlay should be incurred other than on strictly financial considerations, unless the other factors which might justify a capital expenditure are so important that it would be unwise to ignore them. (PARAGRAPH 171).”

2. Decision.

The recommendation is not practicable in view of the recommendation of the Railway Convention Committee, 1949, since accepted by the House.

3. Action and Remarks.

Nil.

ITEM NUMBER OF SUMMARY, 121

1. Conclusion and Recommendation.

"The capital-at-charge includes about Rs. 68 crores representing intangible assets of the Indian Government Railways.

We recommend that a beginning should be made to write down the cost of the intangible assets by contributing 1 per cent. of the gross earnings every year to an Amortisation Fund. This should be a charge against the gross traffic receipts.

It is also recommended that in case any capital expenditure has to be undertaken for reasons other than on financial considerations, it might be advantageous to write down the capital in such cases through Amortisation Fund. (PARAGRAPH 171)."

2. Decision.

This recommendation is not accepted.

3. Action and Remarks.

The Railway Convention Committee, 1949, did not favour writing down of capital and the House has accepted this view. As, in future, unremunerative expenditure will not be charged to capital, the creation of an Amortisation Fund is also not necessary.

ITEM NUMBER OF SUMMARY, 122

1. Conclusion and Recommendation.

“Depreciation.—We recommend that an annual contribution to the Fund for the next five years be made at Rs. 22 crores per annum. Thereafter, as and when the prices stabilise, an enquiry should be undertaken how and at what rate contribution should be made. It is tentatively suggested that the contribution should ultimately be related, *inter alia*, to gross earnings. (PARAGRAPH 172).”

2. Decision.

This recommendation is not accepted.

3. Action and Remarks.

The Railway Convention Committee, 1949, who considered this matter, have recommended, and Parliament has accepted their proposals, that there should be a minimum contribution of Rs. 15 crores for the quinquennium commencing from 1950-51 and that, when the financial results of operation permit additional contribution, it should be made to the extent necessary and justified.

ITEM NUMBER OF SUMMARY, 123

1. Conclusion and Recommendation.

“In view of the decision already arrived at by Government on the report of the Departmental Committee, set up in 1947, on the question of the amalgamation of Audit and Accounts, we do not suggest that the decision already arrived at need be reconsidered now. (PARAGRAPH 173).”

2. Decision.

The remarks have been noted.

3. Action and Remarks.

There is no intention at present to reconsider the decision reached by Government on the report of the Departmental Committee set up in 1947.

ITEM NUMBER OF SUMMARY 125.

1. Recommendations:

There has been a general slackening of discipline, deterioration in the morale and efficiency of workers. The remedies are on a long term basis and include :—

- (i) The implementation of the Adjudicator's Award will improve service conditions. (PARAGRAPH 180).
- (ii) The confirmation of staff who have been on a temporary basis for long periods. (PARAGRAPH 181).
- (iii) The improvement in the standard of training and supervision. (PARAGRAPH 182).
- (iv) The definition of the selection posts, which should be confined to the supervisory grades, and the categories of staff eligible for selection. (PARAGRAPH 183).
- (v) The treating of the 'efficiency bars' as such and qualifying examination or such other tests being laid down. Mr S. Guruswami, however, objects to 'efficiency bars'. (PARAGRAPH 183).
- (vi) The provision of better living and working conditions. (PARAGRAPH 184).
- (vii) The improvement of the standard of supervision. (PARAGRAPH 185).

2. Decision:

The conclusions have been generally accepted and, to the extent that it lies within their power, the Railway Board have already taken action to secure an increase in efficiency.

3. Action and Remarks:

In regard to the long term measures suggested by the Committee, the position is as follows :—

(i) *Implementation of the Adjudicator's Award.*—Instructions were issued to railways in 1948 directing them to implement the Adjudicator's Award in stages, and a start has already been made by them in the implementation of the Award.

(ii) *Confirmation of temporary staff.*—The ban imposed by the Board on confirmation of staff, first during the period of the War and later on account of the partition of the country, was lifted with effect from the 1st June, 1948 and instructions were issued to all Railway Administrations to review all sanctions for temporary posts and convert them into permanent wherever it is found that the posts are required permanently and to confirm temporary staff against the existing permanent vacancies as well as the permanent vacancies created by the conversion of temporary posts. Up to the end of November, 1949, about 1,16,000 temporary staff have been confirmed. The urgency of the matter has again been impressed recently

on Railway Administrations and the progress of confirmation is being watched by the Railway Board through monthly statements obtained from Railway Administrations.

(iii) *Better training and supervision.*—The whole subject of recruitment and training has been dealt with separately in paras. 188 to 193 of the Committee's Report and the remarks in regard to the action taken on these paragraphs apply to this item also.

(iv) *Definition of selection posts.*—The existing orders defining Selection posts and the avenues of promotion through which they should be filled are being reviewed.

(v) *Stricter efficiency bars.*—Railways have been instructed to enforce efficiency bars and to prescribe tests for passing such efficiency bars.

(vi) *Better living and working conditions.*—The recommendation of the Committee is being actively pursued to the extent that funds are available. Rest rooms, canteens and other amenities and welfare measures for the staff are being provided to give them better working conditions. On the basis of the recommendations of the Housing Committee appointed by the Railway Board in 1945 under the Chairmanship of Mr. N. K. Mitra, Retired Chief Engineer of the East Indian Railway, improved types of quarters with better amenities are now being provided, the target being to provide quarters for all essential staff; essential in the sense that they are liable to be called on duty in an emergency, or have to attend to work at inconvenient hours, or have to remain near the site of work, or for whom no private houses are available. As a first step, however, quarters are mainly being provided for operating staff. As the position regarding the availability of materials and finances improves, a larger number of quarters will be provided for all categories of essential staff.

vii) *Improved supervision.*—The Railway Board consider that the action already taken by them in regard to the three subjects outlined below will assist in removing the existing shortage of experienced supervisors by making a number of Class III supervisory staff available for their original supervisory posts where they can be more usefully employed :—

- (1) Existing temporary posts being replaced by permanent posts where such replacement is justified, and the justification for the remaining temporary posts being scrutinised to ensure that only the minimum number of posts are retained and only for the shortest possible period.
- (2) Having recourse to direct recruitment in intermediate grades to a larger extent than before but within the permissible limits.
- (3) Speeding up the training of Probationary Officers and Special Class Apprentices so that they can fill working posts as quickly as possible, thus releasing the Class III supervisory staff officiating therein.

Apart from the above, arrangements for the institution of training schools are being pursued on each railway and railway administrations have been asked to take all possible steps to increase the efficiency of supervisors.

ITEM NUMBER OF SUMMARY, 127

1. Conclusion and Recommendation.

“We recommend that subject to the right of appeal, the usual penalties of withholding of increments or promotion, including stoppage at an efficiency bar, the reduction to a lower post or time scale or to a lower stage in the time scale, the recovery from pay of the whole or part of the pecuniary loss caused to Government, should be capable of imposition by the competent authority; and for this purpose the Payment of Wages Act should be suitably amended. (PARAGRAPH 187).”

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

The amendment to the Payment of Wages Act has been under consideration for some time and the Ministry of Labour are examining the various proposals connected with the wholesale revision of the Act. The attention of that Ministry has been specifically drawn to the recommendations of I. R. E. C., and they have undertaken to consult the Ministry of Railways before the final shape of the legislation is decided.

ITEM NUMBER OF SUMMARY, 128

1. Conclusion and Recommendation.

"Powers of minor punishment should be delegated, subject to the right of appeal, to the lower authorities (including supervisory subordinates) to enable swift action being taken. This applies particularly to workshops. (See item 33 above.) (PARAGRAPH 187)."

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

A similar recommendation appears in item 33 of the Summary. Subpara. 1 under "Action and Remarks" is reproduced below :

"The General Managers have been advised that at their discretion they may delegate powers to the senior non-gazetted staff, (Class III) to the extent they desire in the case of minor punishments under items 1, 2 and 3 of Rule 1702 of the State Railway Establishment Code, Volume I, reproduced below :

- (1) Censure.
- (2) Withdrawal or forfeiture of privileges. *e.g.*, free passes, etc.
- (3) Fines, including forfeiture or reduction of running allowances in the case of train and running staff. (Up to the limit admissible under the Payment of Wages Act)."

ITEM NUMBER OF SUMMARY, 130

1. Conclusion and Recommendation.

“Recruitment of all Class I Officers should continue to be made through the Federal Public Service Commission. Staff College should be established, which will, *inter alia*, establish *esprit de corps* and a tradition amongst officers that they are all members of a great National Railway. (PARAGRAPH 188).”

In paragraph 188, the utility of independent work during probationary period has been stressed.

2. Decision.

The recommendations have been accepted.

3. Action and Remarks.

The Committee have expressed satisfaction with the present procedure for recruitment of candidates for Class I service on railways.

The Government accept the necessity of establishing a Staff College for the railway officers and steps are being taken in this direction. They also accept the utility of independent work during the probationary period. The present schedule of training for probationers in the Transportation and Commercial Departments provides for their working independently as guards, assistant station masters, yard foremen, etc. Necessary alterations in the schedules of training for probationers in other departments have been made to comply with the recommendations of the I. R. E. C.

ITEM NUMBER OF SUMMARY, 131

1. Conclusion and Recommendation.

"Promotion of officers from the junior to the senior scale should be by seniority, subject to a qualifying test. Promotion from the senior scale to the Junior Administrative grades should be by selection. There should be suitable Senior Officers' Course in the staff college. (PARAGRAPH 188)."

2. Decision.

The recommendations have been accepted.

3. Action and Remarks.

The Government have already laid down definite procedure for the purpose of permitting an officer to cross the 1st and the 2nd efficiency bars corresponding to about the 10th and 16th year of service, thereby declaring him fully qualified to hold charge of the senior scale and the Junior Administrative posts, respectively.

For the first efficiency bar, a written test in addition to a *viva voce* examination is held, the written test being designed to examine the general applied knowledge which the officer has gained during his period of service. The *viva voce* test is conducted by a Board.

For the second efficiency bar, the fitness of the officer is determined by the considered opinion of the administration based on the report of a Board, consisting of the General Manager, the Head of the Department concerned and another Head of Department.

The Government accept the necessity of establishing a Staff College to provide courses for railway officers and steps are being taken in this direction.

ITEM NUMBER OF SUMMARY, 132

1. Conclusion and Recommendation.

"We agree with the Railway Board that a junior scale officer should be fit to be and should normally be promoted to the senior scale at the end of about 9--11 years' service. We consider it sound that the proportion of Assistant Class I Officers should be fixed accordingly. (See item 134 below). (PARAGRAPH 188)."

2. Decision.

The recommendation is noted.

3. Action and Remarks.

It is the intention of the Government that promotion to the senior scale should normally be made at the end of about 9 and 11 years' service subject to actual vacancies occurring in the working posts necessary to man railways. The cadre of officers is fixed accordingly.

ITEM NUMBER OF SUMMARY, 134

1. Conclusion and Recommendation.

"We agree with the decision taken by the Central Advisory Council for the retention of Class II Service on the railways. In order to improve the channels of promotion of Class II Service men, we recommend that 25 per cent. of the working posts in the senior scale should be reserved for them; officers must, however, be qualified to be promoted in the same way as we have recommended for Class I Officers. (See item 131 above). (PARAGRAPH 189)."

2. Decision.

The recommendation regarding the retention of Class II Service on the railways has been noted. The Government, however, do not accept the recommendation that 25 per cent. of the working posts in the senior scale should be reserved for Class II Officers.

3. Action and Remarks.

The views expressed by the I. R. E. C. for the retention of Class II Service on the railways is in accord with the views of the Central Advisory Council and the Railway Board.

Direct promotion to senior scale posts of men in Class II Service who have been recruited by promotion from Class III will involve complications which, in the special circumstances of railway service, it is desirable to avoid. In order, however, to improve the channels of promotion of Class II Service men which, in fact, is the intention of the I. R. E. C., the Government have decided that the percentage reserved for promotion from Class II to the Junior Scale of Class I should be raised from 20 to 25. It has also been decided that as far as possible such promotions should take place at an age which would enable the officers promoted from Class II to rise up to the senior scale posts. This, in fact, amounts to a practical acceptance, in a different form, of the recommendations of the I. R. E. C. while avoiding the complications that would arise by the promotion of Class II Officers direct into the senior scale.

ITEM NUMBER OF SUMMARY, 135

1. Conclusion and Recommendation.

"We also agree with the recommendation of the Central Advisory Council, that the men in Class III service should be considered for promotion to Class II first, and only the remaining vacancies should be filled by direct recruitment to Class II, which again should be made through the Federal Public Service Commission. (PARAGRAPH 189)."

2. Decision.

The recommendations have been accepted.

3. Action and Remarks.

This subject was placed before the Central Advisory Council in December 1947, when it was decided that as there was no data on which a suitable percentage could be fixed for vacancies to be filled by direct recruitment or by promotion, Class III staff should first be considered for promotion to Class II posts and only the balance of the vacancies should be filled by direct recruitment. This decision has been endorsed by the I. R. E. C.

In consultation with the Ministry of Home Affairs, it has been decided that all direct recruitment to Class II service on railways should be made by the Union Public Service Commission.

ITEM NUMBER OF SUMMARY, 136

1. Conclusions and Recommendations.

"We consider that there must remain regular and wide avenues of promotion to the deserving men belonging to the Class IV Service and with this end in view, we recommend that for such candidates the educational qualification and age restriction for the purpose of direct recruitment to any particular category of Class III service should be relaxed, the actual recruitment being left to the recruiting authority. (PARAGRAPH 190)."

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

It has been decided that Railway Administrations should be permitted to promote suitable Class IV staff to posts in Class III in specific categories where possible without impairing efficiency. Such promotions will be permissible to the extent of 10 per cent. of Class III strength and will be subject only to the condition that the staff concerned should have put in a service of not less than five years in Class IV; there will be suitable relaxations as regards age and educational qualifications for such promotion. Competent Class IV staff will also be permitted to apply for recruitment to Class III vacancies, the age limit only being relaxed.

ITEM NUMBER OF SUMMARY, 137

1. Conclusion and Recommendation.

"We recommend that for the recruitment to the lower grades of Class III services, greater preference should be given to the sons and nephews of the railway employees who have rendered not less than 15 years of efficient and continuous service. 10 per cent. of the vacancies should be reserved for them subject to their being suitably qualified. (PARAGRAPH 190)."

2. Decision.

The existing recruitment rules provide for sons of employees or retired employees who have rendered special service to the Railway being given preferential consideration which should not exceed a bonus of 10 per cent. of the marks otherwise gained by the candidate. It has been decided to accept the Committee's recommendation that the preference should take the form of a reservation of a percentage of the vacancies and that it should be allowed where the employee has rendered not less than 15 years of efficient and continuous service. It is considered sufficient, however, to adopt a reservation of 5 per cent. of the vacancies and to restrict it to the sons and daughters of railway employees.

3. Action and Remarks.

Details as to the method of giving effect to this decision *vis a vis* communal reservation rules are being worked out in consultation with the Ministry of Home Affairs.

1. Conclusion and Recommendation.

"(138). We approve of the principle of recruitment of Class III employees through independent Commissions. This is in line with the decision of the Ministry of Home Affairs to set up agencies for recruitment of Class III and IV staff. We consider that if the Agencies are likely to have regional offices, it might be economical to entrust the work of railway recruitment to those agencies, and abolish all the Joint Railway Service Commissions. On the other hand if these Agencies have to be expanded considerably, it would be preferable to continue recruitment through the separate Railway Commissions. In that case we recommend the reduction of one of the four Joint Service Commissions, the number of Members of remaining Service Commissions being reduced to three including the Chairman. The personnel forming the Commissions should have had considerable Railway administrative experience, but if such men are not available, there is no bar against the appointment of non-railwaymen with corresponding experience.

We have no objection to the advice of the body being taken by the administrations, in case of appeal, but this should not necessitate an increase in the number of Members or the appointment of a person with judicial experience. (PARAGRAPH 191)."

2. Decision.

The recommendations have been partly accepted.

3. Action and Remarks.

As it was found that the contemplated set-up of the proposed Regional recruitment agencies for recruiting non-gazetted staff to Central Departments under the Administrative control of the Ministry of Home Affairs would not permit of these organisations undertaking the recruitment of railway staff without considerable expansion of their strength, it was decided to continue recruitment through Railway Service Commissions. It was also considered necessary to retain the existing number of four Commissions in order to have a separate Commission to serve the different areas of India. In view of identical prescribed scales having been introduced for the same classes of staff on different railways, it was considered desirable to maintain co-ordination of the working of the various Commissions in order that the types and qualifications of candidates for identical classes on different railways should be more or less similar. It was accordingly decided that the Chairman of one of the Commissions should exercise overall supervision of the working of the other Commissions. The Chairman of the Bombay Commission was entrusted with this duty. It was further decided that each Commission should consist of a Chairman and two members except that the Bombay Commission should have an additional member to deputise for the Supervisory Chairman when he is away from Headquarters.

The system of the Service Commissions advising the General Managers on the appeals from Class III staff which lie to them was discontinued.

As regards the personnel of the Commission, it was decided to place no ban on the appointment of retired officers or of non-railway persons, but, other things being equal, preference would be given to serving railway officials.

ITEM NUMBER OF SUMMARY, 140

1. Conclusion and Recommendation.

"All round improvement can be effected only when the general level of intelligence and literacy of the labourer is raised. The first essential is the spread of education amongst labourers. We recommend that a lump sum literacy bonus should be paid to men in the lower categories for the acquisition of literacy. (See item 33 above) (PARAGRAPH 193)."

2. Decision.

The recommendation has been accepted in principle.

3. Action and Remarks.

A somewhat similar recommendation appears in item 33 of the Summary: Sub-para. 5 under "Action and Remarks" is reproduced below:

"The Government accept the need for pursuing schemes of literacy and agree that, generally speaking, an illiterate worker is less efficient than a literate one and that it will be economical, in the long run, if all workers on the railways are literate. Certain measures to secure this end are under consideration in consultation with recognised labour."

1. Conclusion and Recommendation.

"We consider that at the present time the establishment of a machinery for dealing with industrial relations on railways is a matter of importance and should be favourably considered by Government.

We support the constitution of Joint Production Committees for the railways and consider that co-operation on these Committees between the railways and trade unions would be beneficial, and should be taken up by Government. (PARAGRAPH 195)."

2. Decision.

The recommendation to establish a machinery for dealing with industrial relations on railways has been accepted. The question of the constitution of Joint Production Committees or Works Committees is under consideration of the Ministry of Labour.

3. Action and Remarks.

With a view to associating representatives of Railway workers in the evolution of a labour policy for Indian Government Railways and the settlement of outstanding differences between railway employees and administrations, Government have appointed a Joint Advisory Committee for dealing with the anomalies arising out of the application of the recommendations of the Central Pay Commission and labour relations on Indian Government Railways, for a period of one year with effect from May 9, 1949.

The Committee will consist of:

- (1) four representatives of labour nominated in consultation with organised railway labour;
- (2) four representatives of the Railway Board, one of whom shall act as Secretary to the Committee;
- (3) an independent chairman to be nominated by the Ministry of Labour.

The Committee will, in the first instance, enquire into and make recommendations regarding the alleged anomalies in the application of the recommendations of the Central Pay Commission to Railways. It will thereafter act as an Advisory Committee for the Ministry of Railways in all matters relating to labour policy and labour relations which may be referred to it by the Ministry of Railways or brought before it by any member with the consent of the Ministry.

The Government of India have decided to give a trial to a Standing Committee of this kind with the full hope that it will bring about a speedy and peaceful solution of all differences and establish complete understanding and co-operation between the railway employees and administration, so that the Indian Government Railways, which constitute the greatest national asset of India, may set an example of efficiency and co-operative effort to all other economic undertakings in the country.

ITEM NUMBER OF SUMMARY, 143

1. Conclusion and Recommendation.

The existing Railway Research Organization which is inadequate for the essential needs of Indian Railways should be strengthened and expanded. Duplication of research which is being conducted in the National or University laboratories should be avoided. (PARAGRAPH 196).

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

The proposals for the Central Railway Research Organization are under active consideration of the Railway Board and it is expected that a final decision will be taken in the next 2 or 3 months.

ITEM NUMBER OF SUMMARY, 144

1. Conclusion and Recommendation.

It is not necessary to construct magnificent buildings and laboratories for the Research Organization in the first instance, but the prospects for staff selected for research work should be made specially attractive and encouragement given for study and training in research abroad. There should be proper liaison with similar research organizations in India and abroad. (PARAGRAPH 196).

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

The recommendation has been kept in view while drawing up the scheme for research organization as reported in the previous item.

ITEM NUMBERS OF SUMMARY, 145 to 157

1. Conclusions and Recommendations.

(145) We do not consider the present central organisation, under which the Railway Board is part of the Secretariat of the Government of India, to be altogether satisfactory. We recommend the vesting of the control and management of the Union Railways in a Statutory Authority; for important reasons, however, we suggest that the setting up of the Authority should be deferred for about 5 years from now. (PARAGRAPH 197).

(146) We recommend that the Authority should be charged with the following responsibilities: "The Authority shall develop throughout the Union of India an efficient, adequate and economical system of railway transport for passengers and goods. They shall have due regard to interest of agriculture, industry, commerce and the general public, and to the interest of their staff and safety. (PARAGRAPH 197)."

(147) We recommend that the Authority should not be a large body and suggest that the composition should be a Chairman and six Members. We discuss the qualifications and recommend that one of the Members should be "a person who has shown capacity in financial matters" and who should be appointed by the Finance Minister and also "one person who has shown capacity in the organisation of workers."

We recommend that the Chairman and two Members should render whole-time service, including the Finance Minister's nominee, and that the remaining Members should be part-time only. (PARAGRAPH 198).

(148) We next discuss the residuary powers of Government. We recommend that the Transport Minister should be invested with power to "give direction" to the Authority in matters affecting the National interest but that such direction should only be given after consultation with Authority. We also recommend that each instance of such direction should be included in the Authority's Annual Report to Parliament. We also recommend that the Transport Minister should have the right to preside and vote at meetings of the Authority whenever he considers it desirable to do so. (PARAGRAPH 199).

(149) We next discuss the financial powers of the Authority. We recommend the execution of a Convention by Government and the Authority which would lay down principles on which the surplus should be divided between the Railway Reserve and the Revenues of India. We also recommend that although the Act setting up the Authority would contain a clause allowing the Authority to borrow money in the open market, such borrowing should be subject to the approval of Parliament. We recommend that capital programme should be subject to the prior approval of the Minister but that the Authority should have the right to sanction works not specified in the Programme, if costing less than rupees one crore. (PARAGRAPH 200).

(150) We recommend that the Accounts of the Authority should be in a form prescribed by the Auditor General of India and that he should audit and certify them. (PARAGRAPH 201).

(151) We discuss the position of the present Railway Board after the setting up of the Authority. (PARAGRAPH 202).

(152) We recommend that on vesting day all Railway Officers and staff should cease to be Government servants and should become servants of the Authority. We also recommend that the rights of appeal of officers and staff of the Authority should not be inferior to the rights of appeal that they would have enjoyed had they been in Government service. (PARAGRAPH 203).

(153) We recommend the retention of the Railway Rates Tribunal after the setting up of the Authority. We also recommend that the Central Advisory Council for Railways and the Local Advisory Committee should be retained. (PARAGRAPH 204).

(154) We have heard complaints of delay in the Railway Board's office in passing orders on executive matters, and consider that the problem should receive greater attention than hitherto. Part of the present discontent among the railwaymen might well have been avoided if the Board's decisions on important staff questions could have been announced with reasonable expedition.

There has been a very large increase in strength of staff, in the office of the Railway Board during the last few years, and even after giving due weight to the various considerations leading to an increase in work, we are not convinced that the large expansion is justified. All future expansions must be carefully scrutinised. (PARAGRAPH 206).

Wherever possible, the policy of decentralisation of work should be pursued. (PARAGRAPH 207).

(155) We do not recommend any immediate reduction in the size of the Board itself, but when conditions become more normal, the question of reversion to the pre-war size should be examined. (PARAGRAPH 208).

(156) We do not consider it necessary that the Chief Commissioner need always be an Engineer; officers of other departments also should be considered equally with the Engineers for this post.

The officer selected as the Financial Commissioner should be one who has spent most part of his service on the Railways as an Accounts Officer. (PARAGRAPH 208).

(157) Generally, we feel that the Secretary's main duty should be the control of the office and to enable him to devote his time to this work his personal executive responsibilities should be reduced to a minimum. (PARAGRAPH 209).

2. Decision.

Owing to the integration of the Indian States Railways with the Indian Government Railways having to take place on the 1st April 1950, the question of the regrouping of railways, both administrative and financial, is under active examination. It has been decided that the problems connected with the nature of the Central Controlling Authority and Railway Organization as well as the actual set up in the Centre for controlling Railway units should also be examined in detail simultaneously.

3. Action and remarks.

A sub-committee consisting of the Financial Commissioner and two Members of the Railway Board is now engaged on making this detailed examination. It will give due consideration to the recommendations of the Indian Railway Enquiry Committee before submitting its proposals

ITEM NUMBERS OF SUMMARY 158 AND 159

1. Conclusion and Recommendation.

"Divisional versus Departmental Organisation.

(158) The principles of "Divisional" and "Departmental" organisations on railways are described. The advantages and disadvantages of each system are also considered. (PARAGRAPH 210).

Certain figures are compared which indicate that, whatever the reason may be, railways organised on a departmental basis, except perhaps the B., B. & C. I. have generally produced more satisfactory results than have divisional railways. In the light of evidences received, we are unable to make any definite recommendation concerning the retention or otherwise of the divisional organisation. We, however, suggest an examination of the question of bringing the East Indian Organisation into line with that of the G. I. P. Railway Organisation, which seems to have proved satisfactory. (PARAGRAPHS 211-212).

(159) We recommend that a careful examination of the question of "divisional" or "departmental" working should be made before definitely condemning the "divisional" system. We also consider that it will be important to arrive at a decision on this before the general question of regrouping of railways can be taken up. We make certain recommendations for improving the organisation on both departmental and divisional railways. (PARAGRAPH 212)."

2. Decision.

The observations and recommendations made by the Committee have been noted.

3. Action and Remarks.

The Committee have themselves observed that the question of what is the most suitable system of organisation for Indian Railways will become one of first importance in a few years time when the problem of regrouping is seriously examined. In the 'Action & Remarks' against item Nos. 160 to 163 of the summary, it has been stated that Government have decided that all railways in India, including those now belonging to Indian States, should be regrouped, and that a sub-committee of the Railway Board is making a detailed examination of this question. The question of the most suitable system of organisation for Indian Railways is also under examination by this Sub-Committee.

ITEM NUMBERS OF SUMMARY, 160 to 163.

1. Conclusions and Recommendations.

(160) The amalgamation of railways or the transfer of parts of one system to another always results in a temporary loss of efficiency. We consider it to be wrong to make any general recommendation now for the regrouping of railways. Further, there is the possibility of integration of the large number of small Indian State Railways into larger units in the near future. (PARAGRAPH 215).

(161) Partition has brought into existence two small systems, the E.P. and the Assam Railways and in view of the importance of the E.P. Railway, we consider it necessary to improve its resources. Various proposals have been considered including those recommended by Mr. B. B. Varma. We recommend that the E.P. Railway should continue as a separate entity for some years to come and this railway should be provided, without any avoidable delay, with basic resources necessary for efficient management.

(162) We do not recommend any division of the E.I. Railway for the present and we deprecate the addition to that railway of any section (Metre Gauge) of the O.T. Railway. O.T. Railway must remain as a separate undertaking as at present.

(163) In order to equalise prospects and promotion of officers of the E.P. and Assam Railways, we recommend that the officers of the E.P. Railway should be put on a common cadre and seniority list with those of the G.I.P. Railway and likewise the Assam Railway officers with those of the E.I. Railway. This would be a temporary feature until the general question of regrouping is taken up. (PARAGRAPHS 216—220).

2. Decision.

Owing to the financial integration of the Indian States Railways with the Indian Government Railways having to take place on the 1st April 1950, it has been considered opportune to take up the question of general regrouping simultaneously with the financial integration. The recommendation, therefore, has not been accepted.

3. Action and remarks.

It has been decided that all Railways in India including those now belonging to Indian States should be regrouped. A sub-committee consisting of the Financial Commissioner and two Members of the Railway Board is making a detailed examination of this question.

ITEM NUMBERS OF SUMMARY, 164 to 166

1. Conclusion and Recommendation.

“The Grainshop Inquiry Committee criticised bitterly the organisation for the procurement, inspection and distribution of foodstuffs and commented on the prevailing corrupt practices. They unhesitatingly came to the conclusion that there could be no question of retaining the grainshops as a permanent part of the railway administration. However, owing to the uncertain economic conditions of the country, they recommended the continuance of the organisation on a somewhat restricted scale. (PARAGRAPHS 221-222).

“In view of the serious dissatisfaction among the workers and the abuses brought to light by the Grainshop Committee, we recommend that steps should be taken to end the Grainshop Organisation as it exists today; the staff being compensated for the loss of the measure of relief in kind now received by them.

The scale of dearness allowance now paid to the other Central Government employees should be given to the railwaymen. They should also be given some additional relief, at any rate for a limited period, equivalent to the present railway loss, less the deduction for overheads and wasteful expenditure. This amount should be distributed in consultation with the organised railway labour. This scheme should apply in the first instance for 12 months after the closure of the grainshops, meantime the situation should be reviewed. Any increase in dearness allowance given to the Central Government employees during this period should be set off against this marginal relief.

This relief should be given to certain specified categories of staff. (PARAGRAPH 223).

“The Grainshops staff should be absorbed in other employments, the General Managers being given discretion to relax age and the minimum educational qualifications, making the appointments themselves without reference to the Service Commission. Mr. S. Guruswami has not committed himself to the recommendations made in this Chapter. (PARAGRAPH 224).”

2. Decision.

The recommendations have been noted.

3. Action and Remarks.

In pursuance of the undertaking given by the Honourable Minister for Railways during the Budget session of the Indian Parliament in 1948, Government set up a committee of Members of the Legislative Assembly to report on the then existing structure and working of the Railway Grainshops Organization and suggest modifications. Their report was received in June 1948 and a copy of the same was forwarded to the I. R. E. C. for their comments.

Government after giving careful consideration to the recommendations of the Grainshops Committee and the I. R. E. C., and recognising that measures to check inflation and re-introduce controls were urgently necessary, decided to accept, in the main, the recommendations of the Grainshops

Committee in preference to those of the I. R. E. C. to wind up the Grainshops Organization with certain reservations. Grainshops, considerably restricted as to the number of commodities on sale, have therefore been allowed to continue. In modifying the scheme, railway staff were given individual options in favour of either the dearness allowance wholly in cash as payable to other Central Government employees, or the pre-existing cash dearness allowance on railways plus grainshop concessions in the revised form. Concessional prices are given only to railway staff drawing a basic salary of less than Rs. 250 p. m.

As the Grainshops Organization has been curtailed, staff surplus to requirements will be absorbed in other branches. For them the age limit has been relaxed to the extent of their service in the Grainshops Organization, but it was found undesirable to relax the educational qualification.

Since the issue of the Government Resolution on the Grainshops Organization No. E(F) 48GR2 (43) in October 1948, the dearness allowance payable to Central Government employees has been enhanced by Rs. 10 p.m. for those drawing not more than Rs. 250 p.m. where it is drawn wholly in cash and Rs. 5 p.m. for those who opted for the grainshop concessions.

ITEM NUMBER OF SUMMARY, 170

1. Conclusion and Recommendation.

“We favour the system adopted on the S. I. Railway for the prompt compilation of statistics. We recommend that each railway should have a statistical officer who should interpret and review statistics and bring to notice the salient points emerging from the statistics. Further analysis should be made by departmental and executive officers. There should be regular monthly meetings on the railways where all these points could be discussed and followed up.

These monthly statistics are not enough for the railways; the day to day statistics compiled in the Traffic Control offices, if properly used, are, in many ways, far more important to the Operating Officer than the periodical or monthly statistics. (PARAGRAPH 233).”

2. Decision.

The recommendations have been accepted.

3. Action and Remarks.

The question of prompt preparation of statistics was examined at a meeting of statistical officers and steps are being taken to observe strictly the definite schedule already laid down in the Railway Board's Manual of Statistical Instructions for the preparation and submission of statistics on each railway. These steps are likely to curtail, substantially, the time lag which at present exists in making available the statistics for any particular period. The Hon'ble Minister in addressing the General Managers' conference recently, also stressed as a first step the need for strict observance of target dates already in vogue for submission of statistics by railways to the Railway Board.

Railways have officers to interpret and review statistics and bring the salient points to the notice of the departmental officers. The actual organisation, however, differs considerably on the various railways and there is undoubtedly scope for improvement. Steps are being taken to develop a procedure for the systematic interpretation and review of statistics.

ITEM NUMBER OF SUMMARY, 171

1. Conclusion and Recommendation.

“We recommend that statistics should be reviewed in accordance with the present day requirements. This review should be continuous and directed towards keeping the statistics in conformity with the current needs. We have indicated certain directions in which statistics should be improved. (PARAGRAPH 234).”

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

The recommendation has already been implemented to some extent.

ITEM NUMBER OF SUMMARY, 172

(First sub-para.)

1. Conclusion and Recommendations.

“We suggest that a popular edition containing the more important statistics should be compiled and made available to the public. This would disseminate accurate information among the public. (PARAGRAPH 236).”

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

The implementation of the recommendations has been deferred for the present in view of the present financial stringency and the need for economy. [A booklet containing about 40 charts showing the progress of Railways in India during the last decade is however being published for distribution to members of Parliament along with Budget Literature for 1950-51.]

ITEM NUMBER OF SUMMARY, 172

1. Conclusion and Recommendations.

(Second sub-para.)

“The delay in the Board’s office in publishing the periodical and monthly abstracts and statements should be reduced to the bare minimum. (PARAGRAPH 236).”

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

The delays reported upon have been eliminated. The Statistical volume for 1948-49 has been issued earlier than at any time since 1928-29.

ITEM NUMBER OF SUMMARY, 173

1. Conclusion and Recommendation.

“We consider that periodical meetings of statistical officers of different railways should be useful. (PARAGRAPH 237).”

2. Decision.

The recommendation has been noted.

3. Action and Remarks.

The first meeting of the Statistical Officers was held at Bangalore in August 1948 and the intention is to continue these meetings. A second was held on 2nd February 1949 specially to check up that all operating statistics were derived from the same basic information and compiled by each railway in the same manner.

ITEM NUMBER OF SUMMARY, 174

1. Conclusion and Recommendation.

"All Officers, particularly of the Transportation (Traffic) and (Power) and Commercial Departments should have a course of training in the use of statistics. The training should form part of the curriculum for the qualifying examination for the promotion of officers to the senior scale. (PARAGRAPH 238)."

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

Statistics will be included in the syllabus of courses at the proposed Staff College.

It has also been decided to include Statistics as a subject for the examination for crossing the efficiency bar to the Senior Scale.

ITEM NUMBER OF SUMMARY, 175

1. Conclusion and Recommendations.

“We recommend the preparation of a Statistical Manual, which would set forth the meaning of the various units and the methods of employing them intelligently. (PARAGRAPH 239).”

2. Decision.

The recommendation has been accepted.

3. Action and Remarks.

The compilation of a new Statistical Manual will be undertaken after an examination of the statistics standardised and in use in other countries. This will be done with the aid of the Central Statistical Organisation recently set up by Cabinet. Till then, and until financial resources permit the placing of an officer on special duty for the compilation work, it is considered that the existing arrangement should continue.